

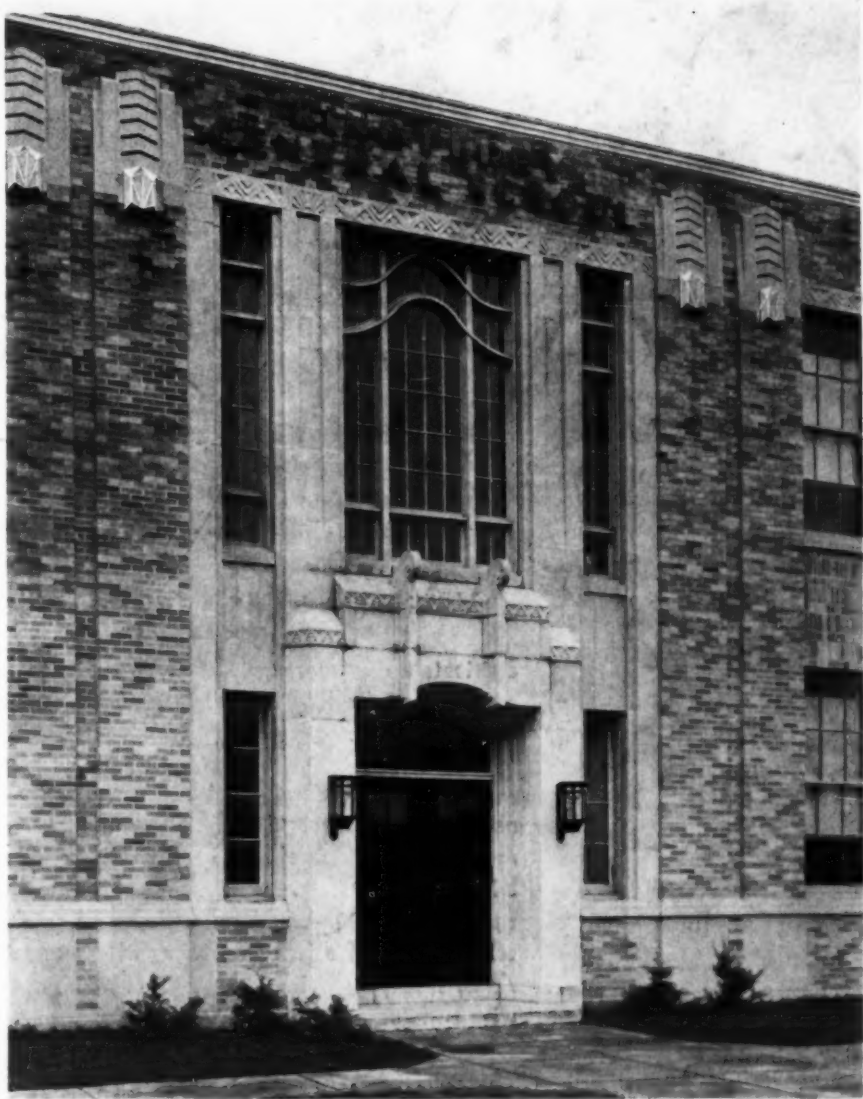
MAY 4 - 1936

VOLUME 92 NUMBER 5
M A Y , 1 9 3 6

THE AMERICAN School Board Journal

A PERIODICAL *of* SCHOOL ADMINISTRATION

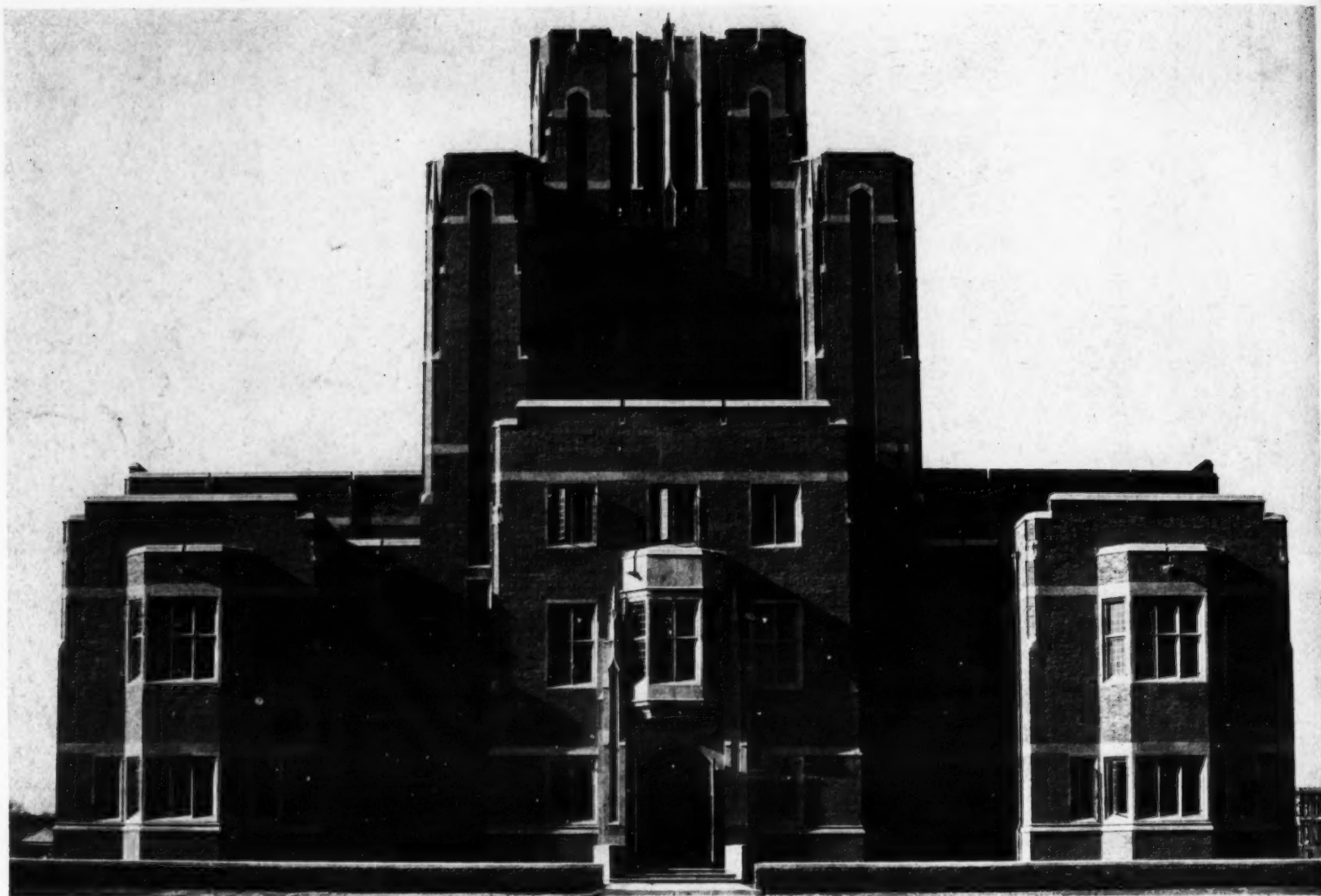
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THE LEGAL STATUS OF SCHOOL
OFFICERS, AGENTS, AND EMPLOYEES

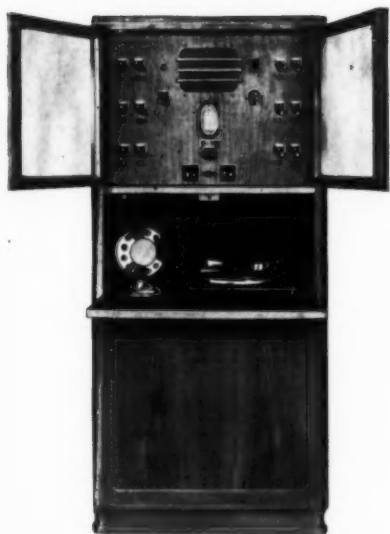
CLARENCE E. ACKLEY

THE BRUCE PUBLISHING CO.
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FISK UNIVERSITY, AN INTERNATIONAL-EQUIPPED SCHOOL AT NASHVILLE, TENNESSEE

NOW IS THE TIME TO PLAN for a complete *International* installation



Vacation time is the ideal time for modernizing the school plant. Plan now to make a complete installation of International administrative assistants while your students are away this summer - - - and inaugurate a new era of operating efficiency and economy when the new term opens next fall.

Insure uniform and exact adherence to class schedules with an International Electric Time and Program System. Speed up supervisory routines and enlarge teaching facilities with an International Sound Distribution System. Establish more effective inter-room faculty co-operation with International Telephone Equipment and increase the effectiveness of science teaching with International Laboratory Panels. And, finally, provide adequate protection of both life and property with an International Fire Alarm System.

Ask the International Representative for complete details regarding these modern school assistants.



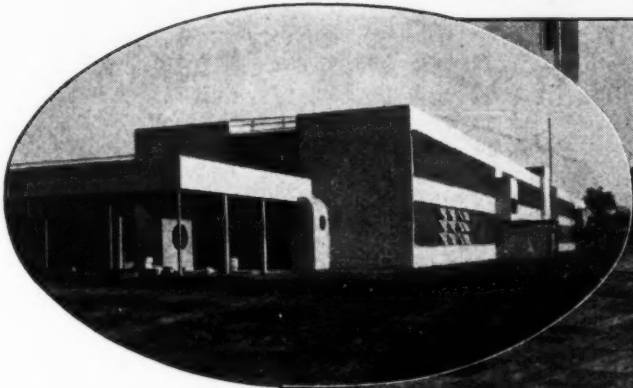
INTERNATIONAL BUSINESS MACHINES CORPORATION

GENERAL OFFICES, 270 BROADWAY, NEW YORK, N. Y.



BRANCH OFFICES IN THE PRINCIPAL CITIES OF THE WORLD.

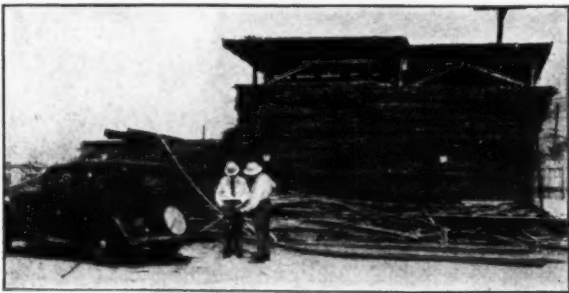
Why 27 NEW California Schools Have Flooring 5 to 35 Years OLD!



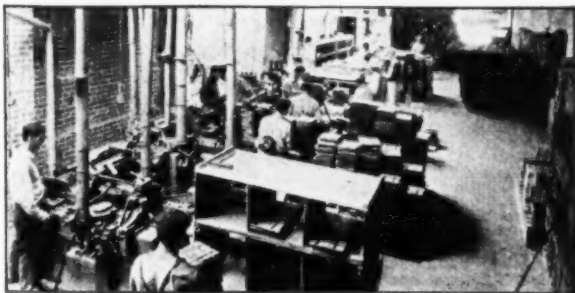
Long Beach, California, razed 60 school buildings and replaced them with modern earthquake-resistant structures like this.



EVEN THE MEN WHO LAID IT DON'T KNOW HOW OLD THIS MAPLE IS!



The Northern Hard Maple Flooring in the original buildings—though 5 to 35 years old!—was in such good condition that it was salvaged to floor the new schools.



A complete block manufacturing unit shipped to California, transformed the old strip Maple flooring into 400,000 feet of "new" Blocks.



The "new-old" Hard Maple blocks were laid in mastic. Architects and school officials pronounce the "new" floors thoroughly in keeping with the magnificent new buildings. Experts can't tell whether a particular floor was laid with 10- 20- or 35-year-old Maple!

Long Beach may well give thanks to the far-sighted architects and School Board who for the past 35 years floored its schools with Northern Hard Maple.

When two years ago, this School District began replacing 60 old buildings with modern earthquake-resistant units, the Maple floors were still in such excellent condition that they were salvaged for the new buildings! Despite 5 to 35 years of use, despite being torn up with crowbars and removing of nails, today 400,000 feet of "new-old" block Maple floors in Long Beach's new schools passes for new flooring.

Long Beach's great saving is only one of many, many instances where Hard Maple floors have proved by far the most economical in the long run. In strips or blocks, Northern Hard Maple combines every quality needed for school floors: Lasting wear and smoothness, warmth and dryness, resilience, easy cleaning, sanitation (it remains free from splinters, splinters, and dirt-catching "pits"), firm anchorage for desks and simplification of alterations.

The architect specifies MFMA* Northern Hard Maple because he knows from experience that nothing else is so suitable or so economical.

MAPLE FLOORING MANUFACTURERS ASSOCIATION

1780 McCormick Building, Chicago, Ill.

See our catalog data in Sweet's, Sec. 23/13. Let our service and research department assist you with your flooring problems. Write us.

Floor with Maple

*The letters MFMA on Maple, Beech or Birch Flooring signify that the flooring is standardized and guaranteed by the Maple Flooring Manufacturers Association, whose members must attain and maintain the highest standards of manufacture and adhere to manufacturing and grading rules which economically conserve these remarkable woods. This trade-mark is for your protection. Look for it on the flooring you use. **MFMA**



3 big services . . . now combined in 1 cabinet



Ideal Program Sound System for schools . . . gives you new convenience at new low cost

Western Electric's newest sound distributing equipment is high in quality, low in cost. In one compact unit it gives you three program sources: Voice or music pick-up; Radio; Records. And keys controlling loud speakers in as many as 60 rooms.

So that you may reproduce two programs at once in different rooms, two amplifiers are provided. If you never need to reproduce more than one program at a time, the second amplifier may be omitted.

A valuable feature is the new "talk-back" circuit, which enables the principal to listen-in on work in any classroom.

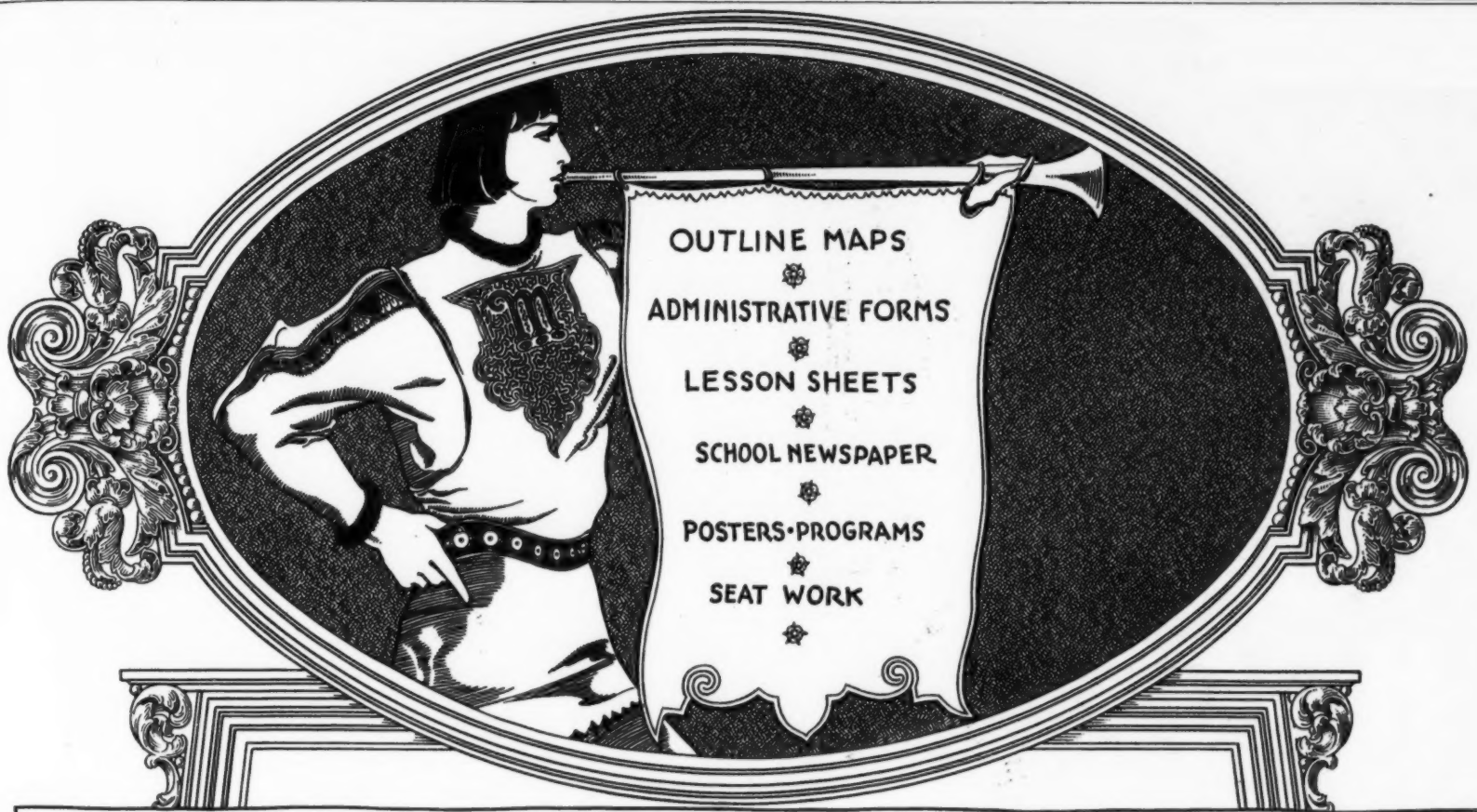
This new Western Electric system can improve teaching and administration in your school. Full details from Graybar Electric, Graybar Building, New York.



Western Electric

Distributed by GRAYBAR Electric Co. In Canada: Northern Electric Co., Ltd.

PROGRAM DISTRIBUTION AND PUBLIC ADDRESS SYSTEMS



ONE *ALL-PURPOSE* DUPLICATING PROCESS BRINGS A NEW DAY TO SCHOOLS

School methods throughout America are changing for the better. Much of this onward march is now tuned to the speed and versatility of the Mimeograph Process. Stencil duplication *at its best* means better handling of problems, better days for executives and teachers. Here is a partial list of important functions all of which the Mimeograph alone can perform: It affords the easiest and most economical method of publishing an illustrated school paper—in color, if desired. It produces attractive posters, programs, and other student activity material at nominal expense. In connection with a new ready-prepared stencil service, it provides administrative forms, lesson sheets, outline maps, and seat work at lowest possible cost. In short, the Mimeograph answers speedily, inexpensively, and beautifully the duplicating requirements of the modern school system. Usage of the Process is now being widely extended, especially in the elementary grades. For latest information write A. B. Dick Company, Chicago.

Send for this free booklet. We have prepared an attractive brochure illustrating important uses of the Mimeograph in educational work and listing forty-eight school jobs which it does successfully. Yours for the asking. Address Educational Department, A. B. Dick Company, Chicago.

M I M E O G R A P H





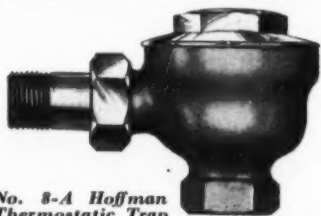
INSTALL HOFFMAN STEAM-THRIFTY TRAPS WHEREVER WORN-OUT UNITS ARE RAISING FUEL COSTS.

Now that your heating plant is shutting down for the summer, head off needless fuel waste next winter by making a thorough inspection of your radiator traps. Every leaking, worn-out trap is veritably a "Coal Hog", feeding luxuriously on your expensive fuel.

Weed out these steam-wasting units... then for economy's sake replace with Hoffman Traps. They feature the most efficient constructions, the finest materials and workmanship. They have longer life because the bellows is formed by a special hydraulic process, while Seat and Valve Pin are made of tough, steam-resisting alloy.

Annual inspection and clean-out is a simple job where No. 8-A Hoffman Radiator Traps are installed. Thermostat, Valve Pin and Seat are combined in a single unit, easily removed and interchangeable in valve bodies of the same size. Your engineer will appreciate this time and labor-saving feature.

All Trap requirements are covered by the complete Hoffman line—sold everywhere by leading wholesalers of Heating and Plumbing equipment.



No. 8-A Hoffman Thermostatic Trap

HOFFMAN SPECIALTY CO., Inc.

Dept. AB-5, WATERBURY, CONN.

Also Makers of Venting Valves, Supply Valves and Hoffman-Economy Pumps

SANITARY CODE REQUIREMENTS

"No plumbing fixture, device or construction shall be installed which will provide a cross-connection between a distributing system of water for drinking and domestic purposes and a drainage system, soil or waste pipe so as to permit or make possible the back flow of sewage or waste into the water supply system."

from "Recommended Minimum Requirements for Plumbing"—published and issued by Bureau of Standards, United States Department of Commerce.



Dependability Health and Beauty

For appearance, your drinking fountains should harmonize with the surroundings. For student safety it is absolutely essential that sanitation be carefully considered.

The development of the R-S line of drinking fountains has progressed with the idea of sanitation as well as dependability and beauty, in mind at all times. The model illustrated, is one of the latest designs that assures you of sanitary drinking always. The integral angle stream non-squirting bubbler head prevents back flow of water. There is no possible chance of contamination from clogged drains - - because the nozzle extends above the bowl rim.

Information on other designs in pedestal or wall type, suitable for every requirement, will be furnished on request.

Write today!

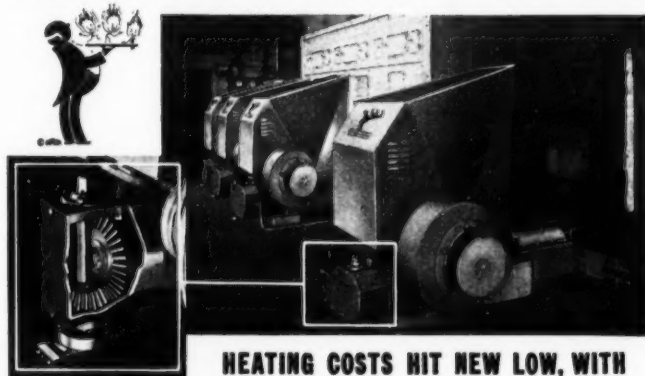
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New PULSATOR

Combined with Zoned Air Control System

HITS NEW HIGH IN COMBUSTION EFFICIENCY



HEATING COSTS HIT NEW LOW, WITH

THE AUTOMATIC BUTLER COAL STOKER

For 1936, Butler hits a new high in combustion efficiency by means of its exclusive Zoned Air Control System, and the new Butler Pulsator, combination of ram and screw fuel feeding which forces even fuel distribution over the entire firebed.

The Pulsator is gear driven direct off the screw shaft, thereby allowing the perfect coordination of the two

feed units at any speed. Dual agitation keeps heavy coking formations broken, and eliminates blow holes. Greater efficiency comes from increased turbulence in the retort.

For information on the tremendous reductions in heating costs made by other schools, write us today. We'll be glad to send you the interesting details.

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A little child has led them

THE welfare of children has been the driving force behind the interest of school officials and lawmakers in the subject of classroom air. The desire to keep upkeep down has not outweighed the desire to keep school air quality up to the comfortable, healthful state which helps to make strong minds and bodies.

Through a quarter-century of research and application Nesbitts have developed the heating and ventilating unit which meets the scholars' need of clean, invigorating air and meets the school board's need of operating economy. It is called the Nesbitt Syncrizer.

The Syncrizer keeps classroom air comfortable and free of drafts; keeps it *fresh* by supplying sufficient tempered outdoor air to prevent overheating and to dispel odors; keeps it so *automatically* and *economically*.

The more seriously you regard your obligation to children and community, the more certainly you should know all about Syncrized Air. Write for Publication No. 226, John J. Nesbitt, Inc., Holmesburg, Philadelphia, Pa.

NESBITT
Syncrized Air
PERPETUAL JUNE IN THE CLASSROOM

Nesbitt Syncrizers are sold by American Blower Corporation, Buckeye Blower Company, and John J. Nesbitt, Inc.

The Roxbury Latin School, Roxbury, Mass., is equipped with a Telechron ADFR system, consisting of 20 clocks with central control equipment. Installed February, 1927. Architects: Perry, Shaw and Hepburn. Electrical Contractor: M. B. Foster Electric Company. Installed by the Warren Telechron Company. Sold by the Electric Time Company, Boston.



EAST AND WEST MEET ON *Telechron* TIME

From Massachusetts to California, schools both large and small depend on Telechron electric clock systems to regulate academic schedules. In all parts of the country, these quiet, accurate systems keep thousands of students moving promptly from class to class.

Each Telechron clock is a sturdy timekeeper in itself. It may be installed as a single unit or as part of a system of hundreds of Telechrons operating as a single unit—telling the right time, the same time.

The purchase and maintenance of a Telechron system is inexpensive. Write to us for complete information about modern, built-in timekeeping systems. If you wish, one of our representatives will call on you.

WARREN TELECHRON COMPANY
956 Main Street Ashland, Massachusetts



The McNerney School, South Gate, California, has a Telechron NOMR system consisting of 10 clocks with central control equipment. Installed April 1935. Architects and Electrical Contractors: Architectural Section, Los Angeles School Board. Contractors: Jones Brothers, Los Angeles.

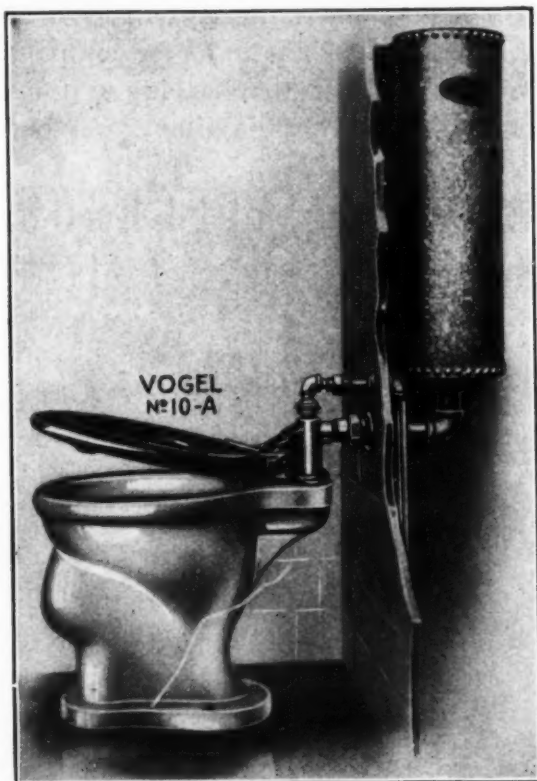
These Closets Save You Money!



Vogel Number Ten—The durable, economical seat action closet, for installation in schools, institutions, comfort stations and public and semi-public places.

WHETHER on a large or small installation, **VOGEL** Number Ten and Ten-A closets save money by elimination of costly repairs, and economy in use of water. **VOGEL** outfits are seat action so children cannot forget to flush them; the few moving parts are made of high test bronze, noted for its long wearing qualities, and **VOGEL** closets now installed have been operating for years with only minor repairs such as a washer being renewed. The **VOGEL** Company has been manufacturing seat action closets for more than 25 years and **VOGEL** products are known and sold by jobbers and plumbers everywhere.

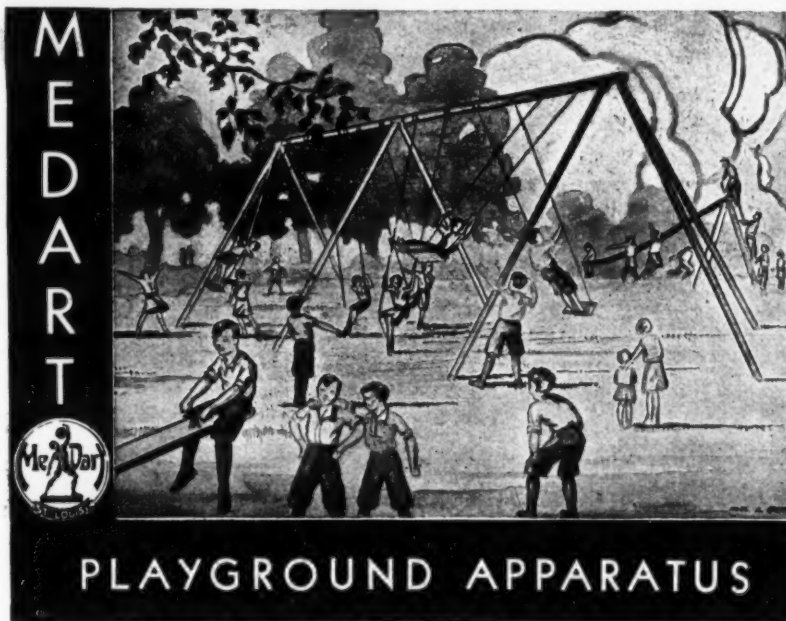
JOSEPH A. VOGEL COMPANY
WILMINGTON, DEL. • ST. LOUIS, MO.



Vogel Number Ten-A with the same valve and same features as the Number Ten. The only difference is that the Number Ten-A has the tank concealed behind wall.

VOGEL *Products*

PATENTED



Write for
Playground
Apparatus
Catalog P-3

When Swings, Slides, Giant Strides, See-Saws and all the other equipment available for modern playgrounds, claim your attention—consider **MEDART PLAYGROUND APPARATUS**—especially if safety, service and durability concern you most Sixty-two years of manufacturing experience is reflected in every piece of **MEDART Tested APPARATUS** . . . Let us help you plan your Playground.

In addition to Playground Apparatus, we manufacture Gymnasium Apparatus, Basketball Backstops, Steel Lockers, Wardrobes, Shelving, and Cabinets. Catalogs on request.

FRED MEDART MANUFACTURING CO.
3530 De Kalb Street • • • • • St. Louis, Mo.

Sales Engineers in All Principal Cities—Consult Your Telephone Directory

Let us send you the name of a nearby school that saves from 20% to 40% of each year's fuel with

CHAMBERLIN WEATHER STRIPS

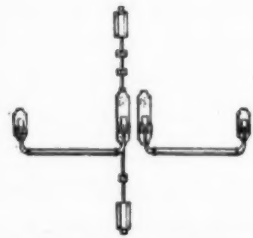
"SINCE 1893—THE STANDARD"

You can do the same thing in your school. Save money, and at the same time increase the warmth and comfort of your schoolroom, protect the health of children and teachers. Write us for further information. Of course, there is no obligation.

CHAMBERLIN METAL WEATHER STRIP CO., INC.
1234 Labrosse Street • Detroit, Michigan

SCHOOL COAL COSTS DOWN ONE-FIFTH

Board Reports Sub
of Doors Aff



Makes Safe Exit Sure

Von Duprin Self-Releasing Fire and Panic Exit Devices provide the safest, surest means of exit known. Made of drop-forgings, these devices are positive, instantaneous in action—and outlast the building on which they are placed.

SCHOOLS GET BIG FUEL SAVING WITH

Von Duprin

Thresholds and Compensating Astragals

Big money savers on the doors of public buildings are the two devices shown above. They positively prevent the leaks that so often waste alarming amounts of fuel in cold weather.

On the floor is the Von Duprin Threshold, made of extruded bronze to outwear the generations of feet that slide over it, and so designed that it keeps out drafts, bars the way to the heaviest rain, and keeps doors fitting trim and snug at the bottom.

At the forward edge of the right-hand door is the Von Duprin Compensating Astragal device, the simple result of a stroke of genius. Instantly adjusted by anyone who can use a wrench, it makes easy the keeping of the meeting edges of double doors in perfect alignment, regardless of the shrinking, swelling or warping of the doors.

The two devices make available enormous fuel savings—and take no small load of worry from the shoulders of the superintendent.

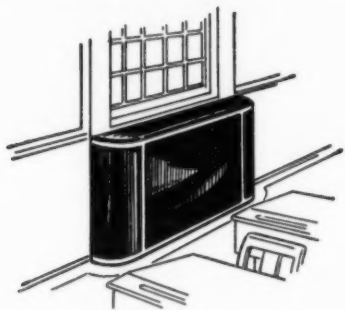
Sweet's Index $\frac{18}{42}$

Complete literature and specification data is yours on request.

VONNEGUT HARDWARE CO. INDIANAPOLIS, IND. • Von Duprin Latches are listed as standard by Underwriters Laboratories, Inc.

Schools Everywhere

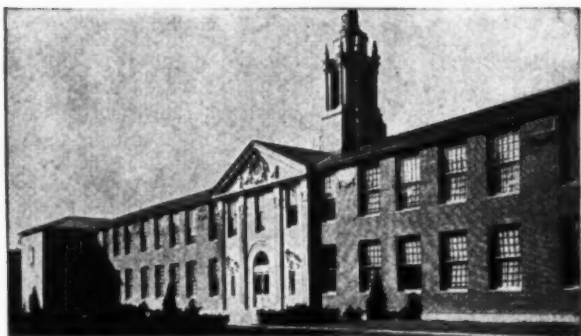
HAVE CHOSEN THEM



THE Nevada Street School, Newton, Mass., is merely one of the large number of schools in which the New Sturtevant Unit Ventilators recently have been installed.

Jr. and Sr. High School, Monticello, N.Y. . . . Incarnation School, Minneapolis, Minn. . . . Dunbar School, Dunbar, Ala. . . . Port Jefferson School, Port Jefferson, Long Island . . . are a few of the others.

Ask Your Architect about this unit ventilator with the "winning combination" . . . striking modern design and good engineering. He has complete information in his 1936 Sweet's Catalog File, Section 26, Catalog 16.



Nevada Street School, Newton, Mass. Ralph C. Henry, Architect: Boston. Charles T. Main, Incorporated, Engineer: Boston. Cleghorn Company, Contractor: Boston.

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Branches in 33 principal cities

B. F. STURTEVANT COMPANY OF CANADA, LTD., GALT.
Sales Offices in Toronto and Montreal Repres. in Principal Canadian Cities

**THE NEW
UNIT VENTILATOR
by Sturtevant**

REG. U.S. PAT. OFF.

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FIAT ALL-STEEL PARTITIONS FOR TOILET AND DRESSING STALLS

Ideal for schools and dormitories—
are strong, durable and sanitary and
non-absorbent of moisture and odors.

FIAT SHOWER BATH CABINETS

Leakproof - Rustproofed - Sanitary

Can be installed in new schools or in
remodeling old buildings. Economical
and easily installed. There is a
FIAT cabinet for every requirement.

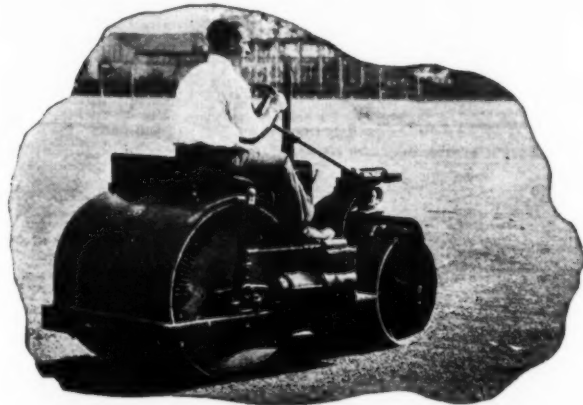
Catalog Sent on Request

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Metal Manufacturing Co.

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101 Park Ave., NEW YORK
11 Beacon St., BOSTON

Pierce Rollers



Ideal For School Lawns, Playgrounds, Athletic Fields, Tennis Courts, Etc.


Schools and Colleges all over the Country are solving the problem of economically keeping their lawns, playgrounds, athletic fields, etc., in the best of condition, by using Pierce Rollers. The first cost is small and operating cost is negligible. Cost of fuel and oil for ten hours operation will not exceed \$1.00. These Rollers keep the school properties in better condition than is possible by any other means and save their cost over and over.

««« There are two popular models of Pierce Rollers for school use—the $\frac{3}{4}$ ton and the $1\frac{1}{2}$ -2-ton. Write for complete information.

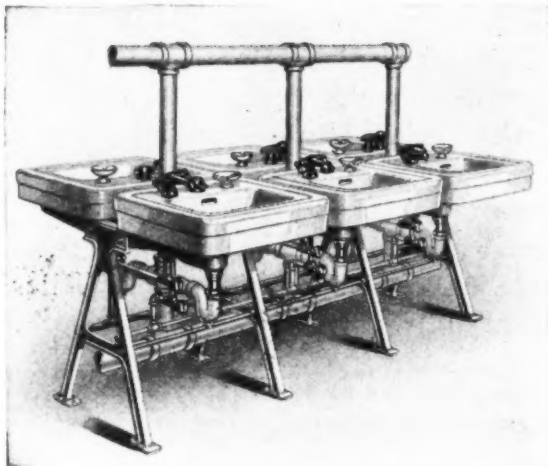
The Pierce Governor Company
Anderson, Indiana

ROOM FOR

Cleanliness



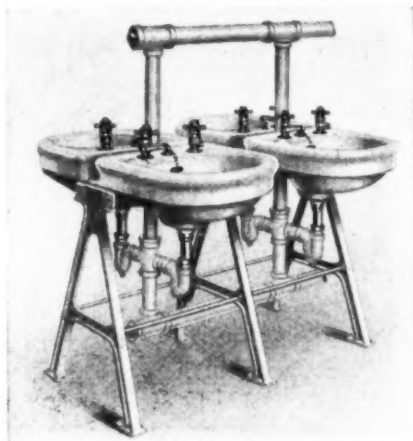
CLEAN HANDS
CLEAN WORK
GOOD MARKS



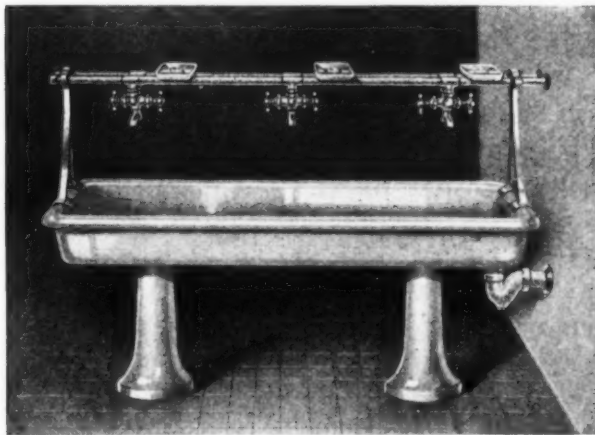
Crane No. C-1485 School Lavatory. NORWICH
vitreous china lavatories in battery installation

PROVIDING a maximum amount of wash-up facilities in a minimum of space is a Crane contribution to the sanitation and health problem of the modern school. Without utilizing excessive space, Crane equipment gives your students attractive and inviting wash-up facilities which they will use—and use properly.

The high quality of Crane school lavatory fixtures gives them not only their long life and dependable operation, but ease of cleaning and great convenience in use. They are typical of all Crane equipment for the school which embraces closets, urinals, showers, drinking fountains and superior valves and fittings.



Crane No. C-1501 School Lavatory. MONROE
vitreous china lavatories in battery installation.



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They do not gain that position by pricing. They are usually the higher priced books.

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These Best Sellers are not always available under the lowest bid system.

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The designers, engineers and expert workmen in the manufacturing plants are the ones who furnish the quality that make Best Seller Products—not varnishes, or finishes alone. The discriminating buyer will go back of the surface to determine the quality, to discover the Best Seller Products.

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It is in the interest of the consumer that the buyer be free to discover and purchase the Best Seller Products in the industry, but **BEST SELLER PRODUCTS CAN NOT BE BOUGHT ON PRICE.**

The "Best Seller" product is usually a "Best Buy" product.

NATIONAL SCHOOL SUPPLIES & EQUIPMENT ASSOCIATION

Room 312, Palmer House
Chicago Illinois

DRINKING FOUNTAINS FOR SCHOOLS

Should Embody

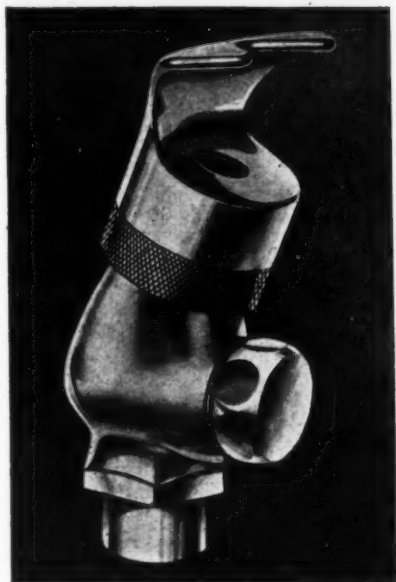
- Sanitation
- Economy of Water Used
- Automatic Stream Control
- Positive Non-Squirt Feature
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These features are incorporated in Century Fountains equipped with Century No. 700 Automatic Bubbler Head

Write for complete Catalog

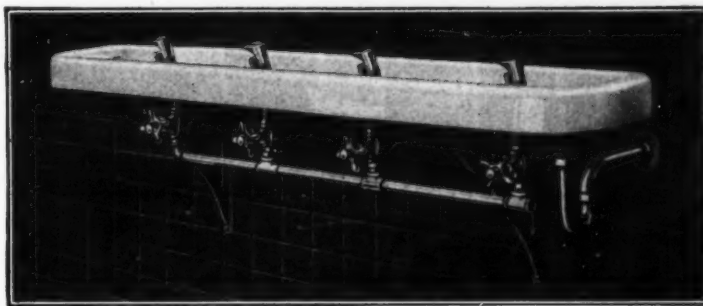
CENTURY BRASS WORKS, Inc.

BELLEVILLE, ILLINOIS



No. 700

Century Automatic Bubbler Head



NORTON

DOOR CLOSER

**POSITIVE
CONTROL**

**CORRECT
LUBRICATION**

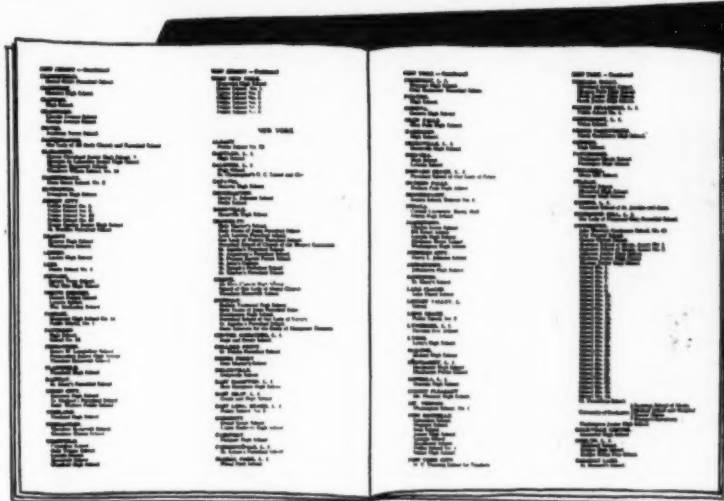
Efficient lubrication means longer life and uninterrupted service. Norton Door Closers are leak-proof. The Norton packing nut, an exclusive feature, permits the use of mineral oil—the correct lubricant for working parts.

WRITE FOR THE NORTON CATALOG

NORTON DOOR CLOSER CO.

Division of the Yale & Towne Manufacturing Company
2906 N. Western Ave. Chicago: Ill.

DOOR CLOSERS FOR ALL SCHOOL DOORS



Years Ago We Published a List ---

of the schools equipped with Spencer Central Vacuum Cleaning Systems. Copies are available still, but the idea has now spread to 43 states and a total of 574 towns, with many of the larger cities having from 30 to more than 100 Spencer Cleaners in service, we have been unable to keep the printed list up to date.

Spencer Cleaning Systems in both the Portable and Central types are specified by educators and architects because they are reliable, quick and thorough, and because a higher degree of cleanliness can be obtained at a lower cost, over a period of years, with a Spencer.

Let us send you a list of schools in your vicinity that are Spencer Equipped.

SPENCER

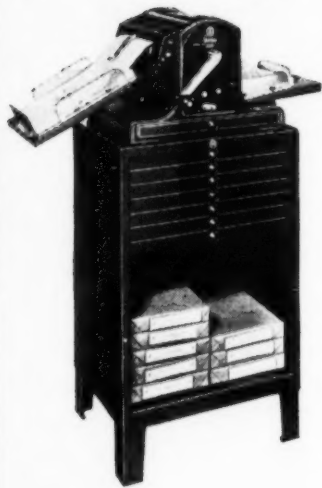
HARTFORD

**CENTRAL AND PORTABLE
VACUUM CLEANING SYSTEMS**

THE SPENCER TURBINE COMPANY, HARTFORD, CONN.



QUALITY KNOWN THE WORLD OVER



• Have you ever owned a suit, a dress or even a tie which you valued above all the suits or dresses or

ties that you ever wore? It gave you distinct pleasure to put it on, a feeling of confidence and prestige all the while you wore it, and a sensation of being "let down" when you changed to something else.

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That is the kind of quality that Ditto builds into all of its products—the kind you enjoy

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Plan now to use only Ditto gelatine and

hectograph supplies during the next school year, not alone for the satisfaction and pride you will get from using them, but more important, for the economy which is inherent in their use.

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THE AMERICAN School Board Journal

Western Office:
66 E. SOUTH WATER ST.
CHICAGO, ILL.

A Periodical of School Administration
Published on the first day of the month by
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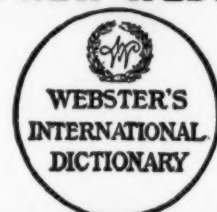
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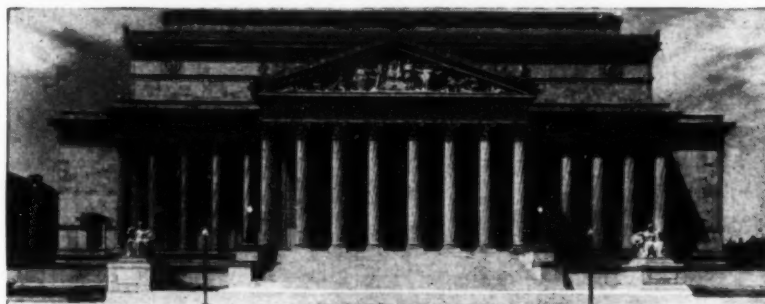
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YOUR JUDGMENT IS INVITED!

"Specifications" for a School Superintendent

E. R. Van Kleeck¹

For what qualities should the board of education look when it engages a superintendent of schools? In theory, the question has been variously answered; in practical situations, it is being answered nearly every day in the United States, as some board of education somewhere selects a new executive for its school system. For the value of the comments which follow no claim of demonstrability is made. They are mainly subjective, except insofar as they result from a study of the literature of educational administration and from some administrative experience.

We may group the qualities desired in a school superintendent in a variety of ways. One convenient classification might include the major divisions of training, experience, and leadership qualities. It might also help if we were to imagine a concrete situation. Let us, therefore, suppose that we have been asked to suggest in written form to the board of education in a city between 30,000 and 100,000 population certain "specifications" that it might set up for the school superintendent whom it expects to engage. With such specifications in mind, how might the board proceed in its search? Might we write to the board somewhat as follows?

In training, the superintendent will have not less than five years beyond high-school graduation and preferably six or seven years. He will possess not less than the master's degree. Some weight should be given to the possession of the doctorate. His preparation will include such a representation of both the cultural and the professional educational courses as will produce a well-educated individual who will also have the much-needed technical preparation. There will be evidence of sound scholarship on both undergraduate and graduate levels. He will have had specialized training in the various phases of educational administration, such as principles of administration, school finance, school-business management, educational public relations, etc. He will be properly certificated, and will enjoy good health.

The Preliminary Elimination

Because many school administrators will be interested in such a superintendency, it is suggested that a preliminary elimination be made of candidates failing to satisfy these training requirements, care being taken, of course, to make exceptions for individuals who, despite the lack of those minima, seem to merit further consideration.

Probably the superintendent will have not less than five nor more than 25 years of professional experience. The variety of the experience, the extent to which it has involved duties like those of the position being filled and the degree of success attained, rather than the duration, are of largest significance. Successful and varied experience of a comparatively brief duration, if obtained in the face of serious obstacles, may be more significant than experience of much greater length which has either been undergone with only average success or which has presented but few new problems in its latter stages. It should be borne in mind that the duties of the city school principal often differ greatly from those of the city superintendent.

Duration of experience is closely related to age. Applicants under 30 and over 50 years of age probably should not be considered often.

Those under 30 will scarcely have had the minimum experience recommended above. Those over 50, though often "in their prime," would probably reach the height of their efficiency before the expiration of 15, or at most 20, years of service. The aim should be to obtain a superintendent equipped to furnish a high type of service over a long period of time. Probably the superintendent should be a married man. Opinions differ as to whether he should be sought in the ranks of the school staff in the city where the vacancy exists.

It is suggested that a second examination of the credentials of candidates be made on the bases of these experience and age criteria. The number of candidates remaining even after these objective standards have been applied is likely to be large, and the choice among this remaining group will therefore have to be made on the basis of personal qualities which may be grouped under the broad meaning of leadership.

Leadership Characteristics

The superintendent for so important a position as that under discussion should possess in some degree all of the following leadership characteristics and should possess some of them in outstanding manner:

He will understand the principles as well as the techniques of educational administration and will clearly comprehend the proper division between the administrative and the legislative functions in school management.

He will be able to use his technical training and the fruits of his experience as tools and helps rather than as handicapping halts.

He will be conspicuous neither for educational leadership alone nor for business acumen alone; rather he will combine both talents.

He will have demonstrated his capacity for hard, driving, continuous work and for continued personal growth and development.

He will possess in high degree the ability to look ahead and to do long-range planning.

He will be able to work toward remote ends which, perhaps, are not visible to others and to carry others along with him toward his goals; at the same time, he will take care not to get too far ahead of his school board and the community.

He will recognize the necessity for gradual adjustment, obtaining the improvement of the system usually by short but continuous advances rather than by attempts at rapid "high-pressure" strokes.

He will be able to adapt himself to conditions, making the best of the handicaps that will beset him without surrendering to them.

He will possess the faculty of making the most of the resources available and will not be dependent for success on liberal finances and the freedom of the situation from obstacles.

He will possess a characteristic which we may call resiliency, so that he will be able to go on in the face of seemingly insurmountable handicaps and discouragements; yet he will not attain this ability to "come up smiling" by the cultivation of a callous indifference or by a lack of sensitivity to his problems.

He will possess a developed personal philosophy and a genuine philosophy of American public education which will give meaning and direction to his life and his work.

He will "have his feet on the ground."

He will be informed upon and alert concerning the current issues in educational theory and practice, such as those having to do with

the curriculum, school organization, financial support, etc.

He will have demonstrated his ability to mingle socially with the public and will hold the respect of his professional colleagues and associates.

He will view his position as a long-term task and will be interested in succeeding in it with a view to extended tenure; and yet he will, when necessary, have sufficient courage to put the welfare of the schools and the pupils ahead of "holding the job."

He will be active in organized efforts at community and professional betterment but will not be a "joiner" to an extent which will result in neglect of his duties.

Without being a straddler of issues, he will be able to distinguish between major and minor matters and in the case of the latter he will have the tact and control necessary to conciliate, concede, and compromise.

He will be adept at getting the co-operation of others, including especially his board of education, the community, and his staff.

Whatever the incumbent's limitations may be, his successor should probably possess strengths which will offset them.

A Practical Procedure of Selection

Schoolmen do exist who possess these and similar qualities which go to make up an "ideal superintendent," but it is necessary to search them out. By no means all of them are likely to be among the active applicants for a position. After the board, or the committee entrusted by it with such work, has eliminated those who fail to qualify because of lacks in their training or experience, it is suggested that a careful scanning be given the remainder to select those who seem worthy of further consideration. Detailed direct correspondence should be then entered upon with persons in a position to give information concerning the extent to which these candidates possess leadership qualities of the type listed above. Moreover, the board should *invite* perhaps a half dozen other outstanding men to apply for the position. Suggestions for the names of such persons may be obtained from university schools and departments of education, the state education department, from superintendents in still larger cities, etc. Most of the men still under consideration will probably be superintendents in cities or large towns. The candidates invited to apply should be similarly investigated by correspondence. Little regard should be given to "open" testimonials which have passed through the hands of an applicant. Further elimination of names should take place as information is received, and all data should be carefully checked for meaningful omissions.

Then a group of not to exceed eight or ten of the best remaining applicants should be requested to appear, preferably individually and at different times, before the board or its committee. The board may, if it wishes, furnish the traveling expenses of such persons, although this is not essential. After the board members have conversed with these candidates individually and have had an opportunity to form personal estimates of them, the list may well be narrowed to about five persons. Members of the board should then travel to the communities where these five candidates are employed. Very careful investigation should be made there of their work and achievements. It will be well to consult the candidates'

(Concluded on Page 83)

¹Superintendent of Schools, Walden, New York.

The Legal Status of Officers, Agents, and Employees of the Public Schools

Clarence E. Ackley, Ph.D.¹

All plans for the promotion of education must be conceived and carried out by duly authorized individuals. It is highly important, therefore, to understand the true legal status of each person who participates in school administration. The courts have pointed out many valuable distinctions between agents, employees, and officials. It will be the purpose of this article to set forth the significance of these distinctions and to examine rather carefully the general principles governing offices and office holders.

Important Definitions

Public Office. The courts draw a definite distinction between employment and office. Mechem defines a public office as "the right, authority, and duty, created and conferred by law, by which for a given period, either fixed by law or enduring at the pleasure of the creating power, an individual is invested with some portion of the sovereign functions of the government, to be exercised by him for the benefit of the people."² This definition is in close agreement with that given in many court decisions.³ The two essential criteria of a public office are (a) that it is created by law instead of by contract, and (b) that it involves a delegation of sovereign functions.

Public Officer. The individual invested by law with the sovereign functions of public office is a public officer.⁴ . . . Unless the powers conferred are in the nature of a delegation of sovereign functions, the individual is not a public officer.⁵ . . . Where the authority is conferred by contract, it must be regarded as an employment and not as a public office.⁶

Officer de facto. This term means "officer in fact," that is, actually exercising the functions of the office. A very clear definition of the term is found in the case of *McMahon v. Commissioners*.⁷ It had been claimed that certain persons in this case were *de facto* the board of county commissioners, but the court refused to regard them as such, saying it did not seem from the record " . . . that McWhirt and his associates ever got possession of any of the property of the county, or of any of the records, books, papers, the seal, or of anything else belonging to the county or connected in any manner with the office of county commissioners."

Officer de jure. An officer *de jure* is one who has the lawful title to the office, regardless of who is in actual possession of it.⁸ The great weight of the authority of the Supreme Court of the United States is behind the proposition that "there can be no officer, either *de jure* or *de facto*, if there be no office to fill."⁹ Further-

more, as one would expect, if the officer *de jure* is actually in possession of the office, there can be no officer *de facto*. "If the officer *de jure* is in possession of the office, if the officer *de jure* is also the officer *de facto*; then no other person can be an officer *de facto* for that office. Two persons cannot be officers *de facto* for the same office at the same time."¹⁰

Usurpers or Intruders. A usurper or intruder is an individual claiming an office but having neither legal nor actual possession of it. His acts are void. However, long acquiescence and general reputation may render one who was at first an intruder an officer *de facto* even without color of title.¹¹ In a murder case before the United States courts, a question of citizenship hinged upon the issuance of a marriage license purporting to have been signed by a deputy clerk of the Cherokee Nation but actually signed by his son. Justice Brewer said:

He was permitted by the clerk and the deputy to sign their names; he was the only person in charge of the office; he transacted the business of the office; and his acts in their behalf and in the discharge of the duties of the office were recognized by them and also by the Cherokee nation as valid. Under these circumstances his acts must be taken as official acts, and the license which he issued as of full legal force. As to third parties, at least, he was an officer *de facto*; and if an officer *de facto*, the same validity and the same assumptions attached to his actions as to those of an officer *de jure*.¹²

Civil Officer. Occasionally this term appears in connection with a constitutional or statutory provision. Its meaning was very tersely given by the court in *State v. Davis*, a case before the Supreme Court of Tennessee: "All governmental officers are civil officers unless military officers."¹³

Classification of Officers

The officers named in cases pertaining to the organization and administration of schools may be classified under three different heads, as follows: (1) as to legality of authority, (2) as to field of authority, and (3) as to origin of the office. Presented in outline form, they can be classified as follows:

- As to Legality of Authority
 - a) Officers *de jure*
 - b) Officers *de facto*
 - c) Usurpers or intruders
- As to Field of Authority
 - a) State officers
 - b) County officers
 - c) Municipal officers
 - d) District or other local officers
- As to Origin of the Office
 - a) Constitutional officers
 - b) Legislative officers

In preceding paragraphs of this article there has already been presented the differences between officers *de jure*, officers *de facto*, and officers who are usurpers or intruders, it is worth while to point out also the differences between the types of officers designated in the other classifications.

State Officers. A state officer is one who holds office under constitutional or statutory provision and whose duties are of state-wide authority.

County Officers. In the case of *Cline v.*

Martin, the Court of Appeals of the State of Ohio gave the following definition of this term: "A county officer is one whose right, authority, and duties are created and conferred by law and whose jurisdiction is co-extensive with the county."¹⁴ And the distinction between state and county officers is shown in a decision of the Supreme Court of Arkansas: "The county superintendent is elected by the county board of education and is subject to removal by the said board. His general duties are to execute the orders of the county board of education and to perform such other duties as may be prescribed by law. Thus it will be seen that he is not a state officer."¹⁵

Municipal Officer. There are conflicting opinions of the courts as to what are state and what local affairs. The legislatures have thrown upon the cities of America a constantly increasing amount of state administrative business to attend to, usually leaving the choice of the officials to discharge such functions to the city itself.¹⁶ This dual function of the city as an agent for the satisfaction of local needs and as an agent of the state in the administration of the state's laws makes it very difficult to decide what officers are municipal and what ones are state officers. The view of the courts in the matter seems to be that whatever the localities have been in the habit of attending to in the past are local affairs; others are state affairs.¹⁷ Since the organization and state control of school districts have everywhere preceded the establishment of city charters, it has uniformly been held that local school officers are not municipal officers.¹⁸

As to Origin of the Office

Constitutional Officer. When an office is created by the provisions of the state constitution, it is called a constitutional office, and the one chosen to fill such an office is a constitutional officer. An office thus created has a very different legislative status from one created by the legislature. "It is the rule that when the constitution of a state creates an office and names the requirements of eligibility therefor, the legislature has no authority to make additional requirements, nor to provide that one may hold the office who does not have the constitutional requirements."¹⁹

Legislative Officer. Anyone holding an office created by an act of the legislature is a legislative officer. Such an office is, at all times, subject to modification, control, or elimination by the state legislature. This is very clearly stated by the Supreme Court of Maryland, in a case involving an appointment to membership on the state board of education.²⁰

This Board is of legislative creation, and no question can now be raised in this State as to the power of the legislature to modify, control, or abolish it, embracing therein the power to change the manner of appointment of its members, for this Court has many times expressly emphasized this. *Anderson v. Baker*, 23 Md. 627; *Warfield v. County Commissioners*, 28

¹⁴*Cline v. Martin*, 5 Ohio A. 90 (1915).

¹⁵*Little River Co. Board of Education v. Ashdown Special School District*, 156 Ark. 549.

¹⁶*American Law and Procedure*, Vol. IX, op. cit. 9, 41.

¹⁷*Ibid.*, p. 45; *Wilson v. Board of Trustees*, 133 Ill. 443.

¹⁸*Mahoney v. San Francisco Board of Education*, 12 Cal. A. 293; *State v. Haworth*, 122 Ind. 462; *Hall v. Madison*, 128 Wis. 132; *Belles v. Burr*, 76 Mich. 1; *Scott v. Onida Co.*, 72 Wis. 158.

¹⁹*Jansky v. Baldwin*, 120 Kan. 332 (1926); *Fordyce v. State*, 115 Wis. 608 (1902); *People v. Osborne*, 7 Colo. 605 (1884).

²⁰*Purnell v. State Board of Education*, 125 Md. 266 (1915); *Jansky v. Baldwin*, 120 Kan. 332; *Commonwealth v. Weir*, 165 Pa. 284; *People v. Bennett*, 54 Barb (N. Y.) 480.

¹Director of Professional Licensing and School Law, Department of Public Instruction, Harrisburg, Pa.

²Mechem, Floyd R., *A Treatise on the Law of Public Offices and Officers*. (Chicago: Callaghan and Co., 1890), Sec. 1.

³*Shelby v. Alcorn*, 36 Miss. 273; *Miller v. Supervisors*, 25 Cal. 93; *People v. Hayes*, 7 How. (N. Y.) Pr. 248; *Commonwealth v. Gamble*, 62 Penn St. 343; *United States v. Hartwell*, 6 Wall (U. S.) 385.

⁴Mechem, *Public Officers*, op. cit., sec. 2.

⁵*Ibid.*, sec. 4; also *Bunn v. People*, 45 Ill. 397; *United States v. Germaine*, 99 U. S. 508.

⁶Mechem, op. cit., sec. 5; also *Hall v. Wisconsin*, 103 U. S. 5; *United States v. Hartwell*, 6 Wall (U. S.) 385.

⁷Mechem, op. cit., sec. 26; *American Law and Procedure*, Vol. IX, p. 131; *McMahon v. Commissioners*, 8 Kan. 437.

⁸Mechem, op. cit., sec. 25.

⁹*Norton v. Shelby County*, 118 U. S., 425.

¹⁰*McMahon v. Commissioners*, 8 Kan. 437.

¹¹*American Law and Procedure*, Vol. IX, p. 129; *Nofre v. United States*, 164 U. S. 657.

¹²*Nofre v. United States*, ante.

¹³*State v. Davis*, 159 Tenn. 693 (1929).

Md. 76; *Townsend v. Kurtz*, 83 Md. 331; and *Ash v. McVey*, 85 Md. 119.

Employee. Employment differs from office in that whatever authority is had by the employee is conferred by contract and not by law.²¹

Agent. A public agent acts only on behalf of his principal, the public, whose sanction is generally considered as necessary to give the acts performed the authority and power of a public act or law. And if the act be such as not to require such subsequent sanction, still it is only a species of service performed under the public authority and for the public good, but not in the exercise of any standing laws which are considered as rules of action and guardians of rights.²² An agent may be appointed for a particular task, to serve without term and without pay, and his functions may cease when the purpose for which he was appointed is accomplished.²³

General Limitations on Office Holding

Anyone inducted into a public office is subject not only to all the specific limitations on that particular office as set forth in the statutes concerning it but also to certain well-established general limitations applicable to office holders. In the case of *Haggard v. Gallien*, the Supreme Court of Tennessee declared: "It is now well settled that no office holder may complain, if, in the public interest, and by the way of putting into effect a new system, the legislature repeals statutes, the effect of which is to abolish offices not protected by the constitution."²⁴ In fact, if the office is a legislative creature instead of a constitutional office, the legislature may, at any time, modify, control, or abolish it, and no one has such a thing as a vested right therein.²⁵

Powers and Duties. The nature and scope of the powers and duties inherent in the office of various school officials are comprehended under the four terms, executive duties, legislative duties, ministerial duties, and certain judicial or quasi-judicial duties. These terms are defined by Mechem as follows:

Executive Officers are those whose duties are mainly to cause the laws to be executed. (Bouvier's *Law Dictionary*, title "Officer.")²⁶

Legislative Officers are those whose duties relate mainly to the enactment of laws, such as members of

congress and the several state legislatures. (Bouvier's *Law Dictionary*, title "Legislative Officers.")²⁷

Ministerial Officers are those whose duty it is to execute the mandates, lawfully issued, or their superiors. (Bouvier's *Law Dictionary* title "Ministerial officers.")²⁸ "His only duty is obedience, and he cannot excuse himself by undertaking to show the unconstitutionality or other invalidity of the law or the irregularity of the proceedings."²⁹ "They are authorized to do acts, not usually to exercise judgment or discretion. The manner of doing the act is often prescribed, but in any event no greater authority is required than that which suffices for accomplishing the purpose specified."³⁰

Quasi-Judicial Functions are those which lie midway between the judicial and ministerial ones. The lines separating them from such as are thus on their two sides are necessarily indistinct; but, in general terms, when the law, in words or by implication, commits to any officer the duty of looking into facts, and acting upon them, not in a way which it specifically directs, but after a discretion in its nature judicial, the function is termed Quasi-Judicial. (Quoting Bishop on *Non-Contract Law*, secs. 785, 786).³¹

Manner of Selection. In the case of school officers, as with public officers generally, the manner of selection is controlled by applicable constitutional and statutory provisions. Many provisions have been written into the constitutions of this topic. Sometimes election is called for; sometimes appointment; sometimes it is definitely stated that the manner of choosing shall be left for the legislature to designate, and in still other instances, the constitution contains no mention of the office at all.

a) **When the Legislature Prescribes.** In the absence of constitutional restrictions, a legislature may be guided by the principle generally applicable to legislative offices,³² and may exercise full power of designating what officers shall be had and in what manner they shall be chosen. It has, accordingly, been held constitutional to provide by law that the secretary of the state board may be made *ex officio* member of the school committees of every town and school district in the state, notwithstanding the existence of a constitutional provision that local officers should be chosen by the local community. Both the secretary of the state board and the members of the school committees being considered state instead of local officers, the court found no conflict. Nor did the court find any conflict between this law and the charter provisions of cities, because no

towns, prior to the adoption of the Constitution, had the right to elect school committees, and no town has an inherent right to local self-government.³³ It was likewise held constitutional for the legislature of Michigan to enact a law making the mayor of the city of Detroit an *ex officio* member of the board of education and giving him certain veto powers. The court pointed out other decisions showing that no constitutional restrictions prohibited the legislature from enacting such legislation, and declared:

Undoubtedly the Legislature believed that, with this veto power resting in the mayor, a better and more economical administration of the affairs of the schools of Detroit should be obtained. It is not for this court to question the wisdom of the legislature in that regard. It was within the province of the legislature to make the mayor *ex officio* member of the board of education, and give him the veto power.³⁴

The creation of a new board to serve as trustees of a union district was held to be a constitutional act of the legislature of the State of New York, even though these officials were to exercise substantially the same powers, functions, and duties as boards already existing. They were held to be within the class of officers "Whose offices may hereafter be created by law."³⁵ The manner of their selection was, therefore, a matter for legislative determination.

Provision for the election of a county superintendent by the county board of education was held not to be violative of a constitutional provision that county courts in Arkansas should have exclusive original jurisdiction over the local concerns of their respective counties.³⁶ Earlier decisions of the court had held that the legislature had power to create county boards endowed with power to create school districts, change the boundaries thereof, and have general direction and supervision of the schools therein.³⁷ No good reason could, therefore, exist to prevent the legislature from providing for the election of the county superintendent by the county board if it saw fit to do so. Nor did the court find any conflict between this law and the constitutional provision that the general assembly should have no power to create a permanent state office not expressly provided for by the constitution.³⁸

²¹*Opinion of Judges*, 3 Greenl. (Me.) 481.

²²*Opinion of Judges*, 3 Greenl. (Me.) 481.

²³*Craig v. O'Rear*, 199 Ky. 553 (1925).

²⁴*Haggard v. Gallien*, 157 Tenn. 269; *Landers v. Murphy*, 169 Ark. 115; *State v. Schneider*, 103 Ohio St. 492.

²⁵*Purnell v. State Board of Education*, 125 Md. 266; *State v. Schneider*, *op. cit.*

²⁶Mechem, *Public Offices*, *op. cit.*, sec. 18.

²⁷*Ibid.*, sec. 19.

²⁸*Ibid.*, sec. 21.

²⁹*State v. Buchanan*, 24 W. Va. 362; *People v. Collins*, 7 Johns (N. Y.) 549.

³⁰*Vose v. Deane*, 7 Mass. 280.

³¹Mechem, *Public Offices*, *op. cit.*, sec. 637.

³²Ackley, *Constitutional Limitations on Legislation for Common Schools*, pp. 200-207.

³³*State v. Hine*, 59 Conn. 50 (1890).

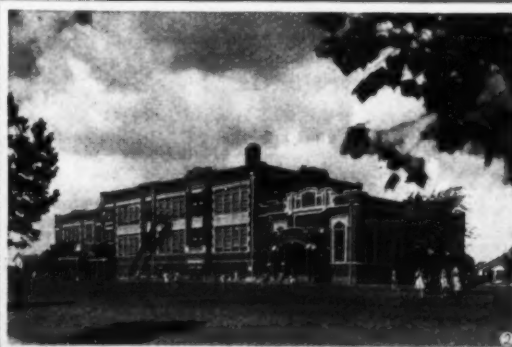
³⁴*Pingree v. Detroit Board of Education*, 99 Mich. 404 (1894).

³⁵*People v. Bennett*, 54 Barbour (N. Y.) 480 (1867).

³⁶*Little River County Board of Education v. Ashdown Special School District*, 156 Ark. 549 (1923).

³⁷*Acree v. Patterson*, 153 Ark. 188.

³⁸Arkansas State Constitution, §19.



PWA PROVIDES A NEW ERA IN SCHOOLHOUSING IN THE SOUTH

Illustrations 1, 2, 3, 5. These and five similar modern schools have been completed in Fort Worth, Texas, by PWA. Erection of 17 school additions was also included in the \$4,227,000 PWA allotment to Fort Worth.

Illustration 4. The John Davidson School in Augusta, Georgia, is one of the five schools included in the program for which PWA allotted \$670,000.

Illustration 6. In the suburbs of Columbia, S. C. This new modern school replaces an outmoded building destroyed by fire. A PWA grant of \$2,700 aided the construction of this project.

The county superintendent, being chosen by the county board of education to execute orders of the said board and such other duties as may be prescribed by law, and being subject to removal by said county board, is not a state officer.

It has also been found constitutional for the legislature to provide that certain boards and officers of a city may be given *ex officio* duties in regard to the district, the state thus providing a continuous body of officials with "an indirect oversight over and full knowledge of the educational and financial affairs of the district, besides an obvious ultimate control of the district's general educational and financial policy. The state had full power to so provide administrators for the school affairs of the district."³⁹

By the narrow margin of an opinion of four assenting and three dissenting judges, the Supreme Court of Pennsylvania declared constitutional an act of the legislature substituting a judge-appointed school board for an elective body.⁴⁰ In doing so, the court held that such an act does not abolish "republican form of government"; does not "abridge the privilege or immunities of citizenship of the United States," and does not set up a method of taxation denying "due process of law," these being constitutional restraints used in argument against the constitutionality of the act. The essential part of the opinion is:

The establishment, maintenance, and support of a system of common schools having been imposed upon the legislative department of the government, it must employ agencies to accomplish that object, and the manner of their selection is peculiarly within its discretion. The school district is but an agency of the commonwealth, and there is no inherent right in the electors of any particular locality to vote for directors; subject to constitutional restrictions, the state may provide any method for the selection of its agents it may see fit, and the methods employed need not be alike in all instances.⁴¹

b) When the Constitution Prescribes. When the constitution prescribes a manner of selecting a school official, any conflicting method set up by the legislature is void. There are several important decisions establishing this principle. Under a constitutional provision for the establishment of a uniform system of schools, the legislature is without power by special act to appoint designated persons as trustees of the schools of a designated district. It was so held by the Supreme Court of Mississippi.

It was meant that the system should be administered uniformly, on a uniform plan, the same throughout the state. It is impossible to conceive how there can be any such uniform system where the trustees of some of the schools are chosen in the mode provided for in the general law, and vested only with certain powers therein prescribed, carefully limited and defined, and the trustees of others—confessedly public schools, parts of the common school "system"—are not only chosen in a wholly different manner from that in which other trustees are chosen, but are given the power to perpetuate themselves indefinitely.⁴²

The court, therefore, held that a special manner provided for choosing the trustees for Hazelhurst, Mississippi, was an unconstitutional act of the legislature. However, it has been pointed out that the mere fact that there is difference in the methods of local government does not prove that the system is not a general and uniform system. "Where there is no discrimination made in favor of one subdivision or against others, there is neither want of uniformity, nor is the system any other than a general one."⁴³

A constitutional provision that all state and county officers not otherwise provided for by the constitution shall be elected by the people or appointed by the governor may not be ignored by the legislature. This limitation is

forcefully presented in the case of *State ex rel Douglas v. Duval County Board of Public Instruction* in the State of Florida. A new board of public instruction had taken office in Duval County, and one of its early actions included the dismissal of Douglas, who had been appointed by the preceding board as an attendance officer. In contesting the legality of the dismissal, Douglas contended that the county board had violated the constitutional provision that "subordinate officers" of the public-school system of Florida may be removed from office only by action of the state board of public instruction.⁴⁴ The Supreme Court, however, ruled that Douglas was not an officer. The office he claimed was not one of those "otherwise provided for by the constitution," and the act of the legislature undertaking to create the office had violated the constitutional requirements of "election by the people" or "appointment by the governor" and had purported to authorize county boards of public instruction to appoint and remove attendance officers. No sanction for this manner of appointment existed in the constitution, for the only mention of a county board in the constitution is that the county school funds "shall be disbursed by the county board of public instruction solely for the support and maintenance of public free schools."⁴⁵ Therefore, the court declared:

The enactment attempts to authorize the appointment of such attendance officers and the fixing of their compensation, contrary to the terms of the constitution. Therefore, no such office as "attendance officer" is created, and the provisions of the statute for the appointment of the officers and the fixing of their compensation by the county board of public instruction are violative of organic law and inoperative; and appointments made under such statutory provisions are ineffectual to give the appointees a status as officers so as to make them removable as "subordinate officers" by the State Board of Education under Section 3, Article 12, of the constitution. Until legally elected or appointed, there can be no "attendance officers" to be removed as "subordinate officers." . . . The office has not been legally created, and consequently, one claiming to be an "attendance officer" is not either a *de jure* or a *de facto* officer with rights that are incident thereto.⁴⁶

A constitutional provision prescribing the manner of choosing "civil officers" includes a county superintendent of education, for he is a civil officer.⁴⁷

A constitutional provision that all city, town, and village officers whose election or appointment is not provided for by this constitution shall be elected by the electors of such cities, towns, and villages, or of some division there-

of, or appointed by such authorities thereof as the legislature shall designate for that purpose,⁴⁸ was held to have made unconstitutional an act of the legislature designed to provide that members of the Milwaukee board of school directors should be appointed by circuit judges. The court so held on the ground that circuit judges are not "such authorities" of the city as could be designated by the legislature to make such appointments. "The appointment of such school board was outside of and foreign to the exercise of any judicial function."⁴⁹

The outcome of this case affords an interesting contrast to the case of *Minsinger v. Rau*, wherein the cities of Pittsburgh and Philadelphia successfully contended for the constitutionality of a board appointed by the court.⁵⁰ It is interesting, therefore, to note that, upon motion for rehearing of the Wisconsin case, the respondents cited, as proof that school directors were not city officers: *State ex rel Clark v. Haworth*, 22 Ind. 462; *Hall v. Madison*, 128 Wis. 132; *Belles v. Burr*, 76 Mich. 1; *T. B. Scott L. Co. v. Oneida County*, 72 Wis. 158. However, the motion was denied.

c) Limitations on Power to Elect. In the cases already presented in the preceding paragraphs under (a) and (b), it was shown that either election or appointment may be designated by constitution or by statute as the manner of choosing an officer. It was also shown clearly that the courts stand ready to safeguard diligently the rights of the voter in all cases where election instead of appointment has been designated.⁵¹ However, the courts are equally insistent that the manner and time of election shall be as prescribed, and the procedure may not be departed from even when a vacancy caused by death, resignation, or removal from office has occurred at such a time it would be convenient to vote for a successor at a forthcoming election earlier than the date the election would have been held had the incumbent served out his full term.⁵² In general, such unexpired terms can be filled only through appointment by the governor.⁵³

d) Limitations on Power to Appoint. When the filling of a position by appointment instead of election is provided for, the use of the appointive power is usually restricted by definite limitations. The nature of these restrictions is shown by the cases here presented.

(To be Concluded)

³⁹*State v. Davis*, 159 Tenn. 693 (1929).

⁴⁰*Constitution of Wisconsin*, 13:9.

⁴¹*State v. Lindermann*, 132 Wis. 47 (1907).

⁴²*Minsinger v. Rau*, 236 Pa. 327 (1912).

⁴³All citations under (b) supra applicable.

⁴⁴*Williams v. Clayton*, 6 Utah 86; *Duncan v. McAllister*, 1 Utah 81; *Taylor v. Stevenson*, (Ida.), 9 Pac. Rep. 642.

⁴⁵Same as 52.

School Reports and Report Cards

Mr. J. E. Pease, superintendent of schools at North Muskegon, Mich., holds that report cards of the old, formal type should be eliminated from school and should be replaced by a more human, personal type of report from which the competitive element is entirely eliminated.

In a letter to parents, Mr. Pease writes: "Report cards will soon be given to the students of the North Muskegon schools. It will be a sad time for many and a happy time for only a few. Why? Because the reports will be misunderstood and misinterpreted by both students and parents. When the children receive their report cards, they will immediately begin comparing them with the cards of other children, and the parents will do the same.

"How can a comparison bring any fruits of delight when personalities, interests, and abilities differ so widely? Most of the envy, hatred, and

malice of life, and much of the unhappiness, arise out of our inclination to compare one another in terms of rank or social status. One writer has suggested that it is impossible to build a democracy, not to mention a Christian civilization, on such a foundation.¹

"Report-card time could be a happy time, if the motives were noble and understood by all concerned. Parents should see in a report a teacher's fair and just appraisal of a personality, and not in a comparison to another child. A parent should discuss the report carefully with the child in terms of a contributor. Surely we appreciate that good citizenship implies all that is mentioned above, plus self-control, and the acceptance of a fair share of

(Concluded on Page 83)

¹Morrison, *The Practice of Teaching in the Secondary Schools* (1931), page 72.

³⁹*McDonnell v. New Haven*, 99 Conn. 484 (1923).

⁴⁰*Minsinger v. Rau*, 236 Pa. 327 (1912).

⁴¹*Minsinger v. Rau*, *op. cit.*

⁴²*Ellis v. Greaves*, 82 Miss. 36 (1903).

⁴³*Robinson v. Schenck*, 102 Ind. 307 (1885).

Making Special Promotions Succeed

Everett B. Sackett¹

What should be the basis on which a school decides the grade placement of its pupils? This question cannot be answered until we know the answer to a more fundamental question: Why divide the children of a school into grades?

Children are divided into grades in school in order to have those in a room as nearly alike as possible. The fineness with which this division can be made depends upon the size of the school. The one-room rural school is likely to have a range in age from six to twenty and a range in intelligence of 70 to 80 points of IQ, or from feeble-minded to near-genius. The large city school with several sections of each grade may have its pupils so grouped that in the typical room the age range is less than two years and the intelligence range not over 15 to 20 IQ points. This large school has its pupils grouped not only by grade but by ability within the grade. The discussion of grade placement has led us already to the problem of homogeneous grouping, simply because both are done for the same fundamental reason: that is, to make group instruction more efficient by grouping together pupils who will profit by the same sort of instruction. But the purpose of this article is to discuss grade placement, so we shall say nothing more of homogeneous grouping.

A child should be placed in the grade which will benefit him most both socially and scholastically. It has been the custom to consider the child's chronological age a good measure of both his social and scholastic development. It was realized by intelligent school people that there was some inaccuracy in this method of measurement, but the great degree of this inaccuracy in the gauging of scholastic status was not commonly appreciated until the wide application of standard tests showed it so graphically. Because we have no good, objective measurement of social development, chronological age still is generally considered a satisfactory measure of it.

Many argue that because social adjustment is so important and because it depends so greatly on chronological age, we should place our pupils in grades almost entirely on the basis of chronological age. Neglecting for the moment the question of individual variation in rate of social development, let us turn our attention to the wide difference between the sexes in this respect. Professor Stoddard, eminent authority on child development, says:

We know, for example, that girls are physically ahead of boys in relation to final status. Between the ages of 12 and 14 they are even likely to exceed the boys in height and weight; socially they are one and one-half to two years in advance of the boys. This constitutes a truly sex-linked superiority along emotional and personal lines. The girls are more grown up than the boys. They tend to dominate them, not so much by their intellectual vigor (which does not appear to exceed that of the boys), but by their stronger emotional, sexual, and social interests. Many habits, traits, and attitudes essential to child development and maturation seem to be related not primarily to intelligence (as measured by tests), but to size, physiological status, health and socio-economic level.²

Assuming that Professor Stoddard is essentially right, a junior-high-school grade group all of the same chronological age would have the girls averaging between one and two years in advance of the boys socially. So why fret over possible social maladjustments that might

be introduced by grouping pupils in grades on some basis other than chronological age? The writer is inclined to believe that it is more important for the school to foster the social than the scholastic growth of the child, but he does not believe that the social growth is going to be facilitated by rigid grade placement on the basis of chronological age.

Regardless of whether the philosophy of a school places the social above the intellectual development of the pupil, the great bulk of the school exercises are intellectual—reading, social studies, arithmetic, and so on. Therefore it seems logical to place the children principally on the basis of their ability to do this sort of work.

Various ingenious systems have been devised solely or partly to meet this problem of proper grade placement. There is the "three-track" plan, the Winnetka plan, and at least a score of others. These schemes all have their strengths and their weaknesses, but it is not our purpose to discuss them here. The writer wishes to present a set of rules that can be easily applied in any school system with a reasonable testing program, such as is now found in most good school systems. These rules were drawn up after studying the writings of a number of test experts and school administrators. As given here they are slightly modified, following five years of use in a school system with a few more than 3,000 pupils.

RULES FOR GRADE PLACEMENT

General

Rule 1. Grade placement will be determined by chronological age and the scores on standard achievement tests. No variations from normal progress will be ordered until after consultation with the principal, teacher and parents. No acceleration will be ordered without the parent's consent. A pupil given special promotion or demotion will be on trial in his new grade for six weeks.

Rule 2. Children transferring from other school systems will be placed provisionally in the grade indicated by the report cards they bring with them. If because of difference in organization between the school from which they come and this such placement is not possible, the children should be placed back rather than ahead. As soon as practicable after entering, they shall be given a standard test and readjusted in conformity with these rules.

Rule 3. In interpreting these rules, the normal age spread for a grade shall be nine months above and nine months below the median age of the children in the grade. The median ages and the median test scores shall be those of this system.

Rule 4. Placement will be determined principally by the average score of the tests given, but particular attention should be paid the scores in reading and arithmetic. If the test scores indicate unusual weakness in one or two subjects, special tutoring must be arranged before acceleration is granted.

Rule 5. These rules are largely objective, but discretion shall be exercised in applying them. Parents' desire for unearned acceleration or opposition to retardation should be given slight consideration, but unusual physical or emotional conditions of a child should be a major consideration. Because of its effect on the child's chance for continuing his education beyond high school, the family's economic status also should be considered.

Rule 6. When possible, children given special promotions should be placed in the same section of the grade to which promoted in order to facilitate adjusting the work to their special needs.

Acceleration

Rule 7. A pupil reaching or exceeding the median test score of the grade above will be specially promoted to that grade. (See Rules 8, 9, 12.)

Rule 8. No pupil will be allowed to skip more than one grade a year or more than two grades in three years.

Rule 9. No pupil may be more than one year under age in grade three, two years under age in grade six, or three years under age in grades above six.

Rule 10. A pupil one year or more over age exceeding the median score of his grade will be considered for special promotion, although few such special pro-

motions will be granted. In these cases, test scores in the tool subjects and the causes of retardation shall be given special weight.

Rule 11. A pupil two or more years over age and scoring the median of his grade in reading and arithmetic will be considered for special promotion.

Rule 12. Except in the cases of pupils scoring the median or above of grades two years above their present grades, acceleration above grade five shall be accomplished by allowing the pupils to advance by special promotions in particular subjects and by carrying heavier than normal loads. In the cases of pupils in grades six, seven, or eight scoring two years above the medians of their grades, complete special promotion will be considered.

Retardation

Rule 13. An under-age pupil scoring below the median of his class shall be considered for failure or special demotion, achievement in the tool subjects being given special weight.

Rule 14. An under-age pupil scoring below the median of the class below will be failed or specially demoted.

Rule 15. A normal-age pupil scoring below the median of the class below shall be considered for failure or special demotion, test scores in the tool subjects being given special weight.

Rule 16. A normal-age pupil scoring below the median of the class two years below will be failed or specially demoted.

Rule 17. If his teacher feels certain he cannot do the work of the grade ahead, a pupil not more than one year over age and scoring below the median of his class will be considered for failure.

Special Adjustment

Rule 18. A pupil two years or more over age and scoring below the median of his grade will have special adjustment made in his course in order to take advantage of any ability offering vocational possibilities. This may mean promotion to the secondary school to gain the advantages of special courses offered there.

Application of these rules the first year they were in force caused a considerable number of children to be specially promoted. In years following, the number of children promoted two grades at the end of the year ranged between 1.1 per cent and 2.5 per cent (the average being 1.7 per cent) of all those in grades one to eight. The bulk of these special promotions went to children finishing grades two, three, or four. The number of children retarded each year in these same grades over the same period averaged 3.7 per cent.

Success of the Children Specially Promoted

The effect on the children of the special promotions naturally is a question of prime importance. The writer studied a group of 25 children who had been given special promotions in grades four or five in the school year 1930-31. It was impracticable to study all angles of the question, but subsequent test scores, school marks, and the subjective judgment of teachers were obtainable.

As measured by test scores, the special promotions seem to have been a decided stimulus to the children getting them. The average educational quotient³ of the group studied went from 121 before the special promotion to 134 at the end of the third semester after the special promotion. During this same period the average educational quotient of all the children in these same grades increased about three points. All of the gain of the specially promoted children over the other children cannot be credited to the stimulation of special promotion. Those given special promotions were the brightest children in the grades, and bright children tend to increase their quotients at more than the normal rate.

³The "educational quotient" means the same for a child's school achievement, as measured by standard tests, as the "intelligence quotient" means for his intelligence. The Educational Quotient is figured by dividing the pupil's educational age by his chronological age. The average Educational Quotient of normal children is 100. Those above 100 are above average.

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²Stoddard, George D. "Guiding the Emotional Health of School Children," *Educational Method*, Volume XIV, January, 1935, p. 166.

When we study the school marks given the specially promoted children by the teachers, the result is not so favorable. Before the special promotion these children had a "B" average.⁴ The first semester after the special promotion their average had fallen to "C+" and ten semesters later it had fallen to "C." They still were doing average work, in the teachers' judgment, in spite of the fact that they were competing with children who averaged nearly a year older. But these children were so bright they should have been doing even better. The writer questions the accuracy of the teachers' marks. Certainly they measured something in addition to actual achievement, because the product-moment coefficient of correlation between teachers' marks and test scores of these children at the end of the third semester after special promotion was +.25, indicating only a slight agreement.

At the end of the third semester after the special promotion, the teachers then having the specially promoted children were asked to give answers to three questions about each of these children. Answers were received for 20 of the 25 children. To the first question, "How does the social maturity of this child compare with the other children in your group?" 6 were ranked above average, 13 about average, and 1 below average. To the second question, "How does the mental maturity of this child compare with the other children in your group?" 10 were ranked above average, 13 about aver-

age, and 1 below. To the third question, "Do you think the child benefited by his special promotion?" there were 16 answers of "yes," 3 of "uncertain," and 1 of "no." On the basis of these teacher judgments, the special promotions were either definitely beneficial or neutral in all cases but one. (The child ranked below average and as not benefiting from the promotion was the same.)

Conclusion

Age alone is not a satisfactory measure to use in the grade placement of pupils. It introduces great differences in scholastic ability and does not eliminate variations of social development. The rules given here take into account age, scholastic ability, and the subjective judgment of those knowing the child.

The data cited indicate that the special promotions given in conformity with the rules stated have been generally successful. Although the fall in the average teacher mark is disturbing, all of the other evidence is favorable. Not all of those specially promoted suffered lower marks. The best of those specially promoted continued to be leaders in their new grades.

Parents questioning the advisability of allowing their children to take special promotions were assured that so far as school achievement went the results were entirely likely to be beneficial, but beyond this they were not urged to let their children be advanced. These rules for grade placement, as any others dealing with pupils, must be administered with judgment and flexibility.

people in any classroom or laboratory are the pupils working in that room. What they are doing, what they are accomplishing is the significant factor in the situation. The good visitor, board member or anyone else, will try to make his visit interfere as little as possible with the children's activities.

It is doubtful if any visitor can enter a classroom without changing the situation a little from what it would be without his presence. But if the board member stays in the background, he will perhaps be fortunate enough to see the work under very nearly normal conditions.

If he can exchange greetings with the teacher without interrupting the activities of the class, he should do so. On the other hand, if all work has to be suspended while he talks to the teacher, it will perhaps be better if these greetings are confined to a mutual nod.

If he sees anything that he is sure deserves commendation, he may well use the opportunity to give that commendation. On the other hand, no matter how strong the temptation, he will not deliver any unfavorable criticism in the classroom. If he sees anything whose value he questions, he can question the superintendent or principal about it later.

The board member will visit with an open mind and form his own opinion regardless of what he has heard about the school from outside sources. While he will avail himself of the assistance of the superintendent, principals, and teachers, he will use his own good common sense in judging the value of what he has seen.

If he has not been in a schoolroom for some time, he will undoubtedly be surprised at the informality of the management of the modern school. Good schools no longer believe in rigid regimentation, with the children sitting in stiff rows under the domination of a drillmaster teacher who prides herself on being a "strong disciplinarian."

Modern schools are more likely to resemble good homes where children are given an opportunity to live happy, normal child lives. The good teacher of today does not try to curb childish instincts and put them in a straight-jacket. Instead she guides those instincts into channels that will lead to desirable mental and emotional growth.

The schoolroom may at first seem noisy to one who had his schooling in the days when a schoolroom quiet enough to hear the clock tick was the ideal. He may be surprised to see children walking about the room and even speaking to one another without the teacher's permission. He, undoubtedly, remembers that when he went to school, "whispering" was one of the cardinal schoolroom sins.

If the children all are working with a definite purpose and the noise is due to legitimate activity, if things are really being accomplished, the probabilities are that everything is all right. On the other hand, a school with freedom rampant, with children running around aimlessly without any control, without any guidance, without any purpose, is not a good school today any more than it would have been in the days when you and I went to school.

Even if he does not know very much about modern educational philosophy, the average board member can form a pretty good judgment of the quality of the school. He need only exercise ordinary common sense in forming his judgment. The good school is still a clean school. It shows evidence of definite purpose in its management. Its organization is clean-cut and not sloppy. There is no evidence of waste either in time or supplies. The school can still be measured by the same old yardsticks so far as the important things are concerned.

The School Board-Member Visits School

Russell S. Peterson

School visiting by members of the school board is not as fashionable as it used to be. There was a day when the school boards were called in many cities boards of school inspectors or boards of school visitors. Even in cities where the school boards did not bear such titles, the inspection of schools was one of the important duties of the members. These would go into the schools, examine pupils, give suggestions to the teachers, and attend to numerous other details of school management and supervision.

The increasing complexity of modern education has made these duties of the school board obsolete. The function of the board is now largely legislative. The board decides on the general policies that govern the management of the schools. Details of supervision and administration have been delegated to the superintendent of schools, the supervisors, the principals, and other professional employees of the board of education.

Individual members or even special school-board committees no longer make a practice of visiting school, advising teachers, or telling the janitor how to run the heating plant.

Nevertheless there are times when the board member will want to see for himself what is going on in the schools so that he may have first-hand knowledge to guide his course in determining school policies. How can those occasions on which A. B. Boardmember does visit school be made as pleasant and as profitable as possible for all concerned? How should he conduct himself? What may he expect to see?

In most well-conducted schools, visitors are expected to see the principal before going into the classrooms, shops, and laboratories. Since the principal is held responsible for what goes on in his building, it is his right and duty to

know what people are in the building. As a matter of courtesy, if nothing else, our visiting board member will then first pay his respects to the principal.

If the principal is the kind he should be, he will have valuable suggestions as to where the visitor should go and when he should go there. He knows exactly what is going on in each room at any time of the day. A call in Room 9 at 2:30 p.m. may be a good deal more worthwhile than one at 3:05 would be. On the other hand 3:05 may be just the time to see an interesting activity in the gymnasium.

If the principal can find time, he will undoubtedly volunteer his services as a guide about the building, and if this is Mr. Boardmember's first visit at school, it will be decidedly to his advantage to have such guidance. If the why and wherefore of various school activities are pointed out, those activities will be seen to have a significance that would otherwise escape the lay visitor. With an intelligent guide who knows the building and knows education, time will be saved and much more will be seen than would be the case if the visitor prowled about the building on his own initiative.

There was a time when the visit of the board member to school was accompanied with all the excitement and ceremony of a visit by the commander-in-chief to a distant army post. All normal school activities came to a stop so that the visitor could be introduced to the children and be given an opportunity to make a speech, a speech that too often was too, too long. All this was very flattering to the ego of the dignitary making the speech, but it did not accomplish much else.

The proper technique now is for the visitor to make himself as inconspicuous as possible. At the present time the important

⁴In this school system passing marks were, in descending order, A. B. C. D.

At the Crossroads in *Industrial-Arts* Work

Emanuel E. Ericson¹

Not long ago a letter from an administrator came to my desk from which the following is quoted: "Can you supply me with the information as to how much a high school with an enrollment of 1,100 pupils and situated in an industrial locality should spend for equipping an industrial laboratory, general shop, or industrial-arts department? The aim will be general education not technical training. How much of this equipment should be motorized—and what should be the major groups? For example, would you say that woodwork should come last, engine work last, etc."

"We seem to be at the crossroads in our industrial-arts work and are trying to figure out which way to go."

Other inquiries of a similar nature have come in within the past few months. One of them from a smaller high school states: "We have a great deal of heavy equipment here in our machine shop which has been practically the only shop subject taught in the high school. What shall we do with our machines?" My answer to him was necessarily hurried and incomplete. I told him to do nothing with them until a plan had been made for a complete curriculum based upon a broad educational philosophy. A few other things were added, but, the answer did not offer him a definite solution of the problem and he probably feels that I evaded the question.

Again a superintendent in a city of considerable size in Southern California is concerned about the industrial-arts program. He has asked whether to approve certain requisitions made by teachers, or to what extent power machinery should be introduced, particularly in junior high schools.

Fundamental Considerations

Now it is obvious that it is not possible to sit at a desk in California and make a complete list of equipment and teaching devices needed for the high school of 1,100 students in the Middle West from which the inquiry first quoted came. Nor can I answer the other questions categorically and at a distance. It would be folly to duplicate exactly lists of equipment compiled or published years ago, or

¹Director of the Division of Industrial Arts, State College, Santa Barbara, California.

to assume that a copy of a setup in some other high school would fill the needs at the present time. Nor would the inquirers best be served by such an attempt.

Furthermore it should not be assumed that the fundamental consideration in planning a program of industrial-arts education is that of extent and cost of equipment even though boards of education and even administrators often seem to approach it from this viewpoint. The selection of equipment is an outcome rather than a primary function. Before one can begin to compile a list of material needs, at least two basic considerations must be recognized and clarified. The first of these is a clearly defined philosophy, resulting in recognized attainable outcomes; the second is an accepted list of learning situations to which the students are to be exposed. A generalized statement of broad aims and a so-called "course of study" which lists a few tool processes will not be sufficient under this approach.

And right here is the source of the present uncertainty as expressed by these inquiries. Not one of them has asked how to save money, as they might have a few years ago; nor have they expressed an intention to eliminate manipulative work from the schools. Administrators are vitally interested in the largest contribution to the educational program. They are justified in questioning whether such courses as are in operation at the present time best serve the student according to modern conceptions of education, and lead toward the best possible occupational, personal, and social adjustments to the environment which he will meet when leaving school.

Attempting an Answer

Because the inquiries mentioned seem to be prompted by a universal state of mind rather than by a problem confined to one or two localities, it is thought that the essential features of a reply might prove to be of interest to administrators and supervisors generally who are confronted with similar situations.

One of the essential conclusions apparently reached in all parts of the country is that strictly vocational or trade training as such has little place in the lower half of the high school. Some have gone so far as to say that it should



TOOL CASE FOR A TYPICAL GENERAL ACTIVITY SHOP
The tools here shown are intended for sheet-metal work, cold-metal work, and forging. Note the orderliness which makes it possible to check tools out and in, and to take an almost instantaneous inventory.

be deferred entirely for the junior-college level. This thinking is a result of later entrance into industry and of the fact that youth stays in school until a higher age. This does not mean that phases of education leading toward general "acceptability" in occupational life are not carried on, but that trade skill is not the objective at an early age. The condition points toward the necessity for planning a broader program of industrial-arts offerings which involve study and information about varied occupations as well as fundamental tool skills.

The Single Shop in Industrial Arts

The day of a single shop, with four years of woodwork or four years of machine shop on the industrial-arts basis, is disappearing. If the school system is not large enough to maintain several unit shops, it is feasible to resort to the generalized shop or industrial laboratory. Even when unit shops could be maintained, some mixed shopwork should probably be offered, because of the breakdown of formality that is usually the result in such a shop. Furthermore, it is practically impossible to have a sufficient number of unit shops in any school to offer opportunities for the variety of work which can be done in a general shop or industrial laboratory. For instance, instead of building unit shops for sheet-metal, machine-shop, and elementary foundry and welding, the fundamental industrial processes involved in all of these fields may be combined into one shop and in many cases taught by one teacher. This will not minimize the opportunities for students but rather broaden the scope of work in which they may be engaged.

What of Integration?

Principals and shop teachers ask, "What can we do with integration in industrial arts?" The answer is, "Probably a great deal." But the attempt to "integrate" is valuable only under certain conditions. It is not of value when and



CORNER IN A GENERALIZED ACTIVITY LABORATORY
The industrial-arts shop in the Santa Barbara Junior High School, Santa Barbara, California, Mr. Harry P. Scott, instructor. Woodwork and metalwork are carried on in this section of the shop.



GENERAL ACTIVITY ROOM, HARTFORD AVENUE SCHOOL, MILWAUKEE, WISCONSIN

where it is attempted only for the sake of saving the "subjects" involved; nor when practiced because some other school system has adopted the method. Nor is it worth while because the principal forces it into the program, or where the teachers who attempt it don't know what it is all about. The best advice here would probably be, "Don't break up a program that is functioning even in a limited way until an orderly approach can be made to that which is new." On the other hand, teachers cannot be excused for remaining in willful ignorance about new philosophies or methods, and this is true of integration in connection with industrial arts. Some appear to be afraid that the subject might disappear as a separate subject under this new treatment. If it could be so thoroughly merged in the educational process that it would lose its "subject-matter consciousness," chances are that no harm would be done. This might equally well be said about a number of other subjects in the school.

In general it might be said that the idea and practice in integration are more easily carried out in the earlier years of school life, and particularly so where there is less departmentalization in the school. In the junior high school it calls for more of co-operative effort on the various members of the teaching force. Since the value to the students is the only criterion under which it is justified, it is obviously easy to force the attempt at integration of "unit work" to the point of losing the educational results which are hoped for in the process.

There are, however, splendid possibilities in both junior and senior high school for "fusion" of work between the industrial-arts shop and science, play production, mathematics, and other subjects. Opportunity exists for relating the work to problems in economics, home management, occupational adjustment, and many other phases of subject or life experiences of the pupils. A sympathetic understanding on the part of the teacher is essential. This is true not only of the teacher of industrial arts but of those in other departments as well. At this point it might be said that the mystery and fear which some teachers seem to connect with these newer terms in education is largely a matter of imagination. Most good teachers who have taught students instead of "books" have practiced many of the elements involved in integration and unit work without ever having heard of these terms.

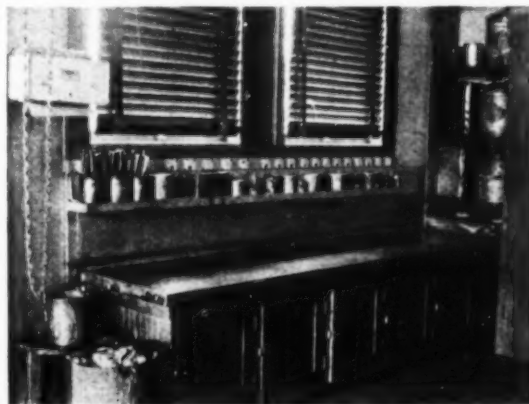
The Learning Situations

Having clarified the educational philosophy and objectives it should be relatively simple for a principal or department head to sit down with representatives of the teaching staff and list the desirable learning situations to which

students might most profitably be exposed in the industrial-arts laboratory or in connection with other classes and groups. It can supposedly be determined how many of these should be of the manipulative type in woodwork, metal, plastic materials, drawing, etc.; and how many should be learning units of the discovery and informational type leading toward intelligent consumption of goods, social adjustment, leisure enjoyment, and pure knowledge of facts. The growth of the individual rather than mere acquisition of skill and knowledge should, of course, be the chief aim. These learning units can then be reorganized into teaching units by the instructors, and from this information a complete list of tools and equipment can readily be made. With such an orderly procedure as a background for requisitions, the board of education and the purchasing agent will soon realize that the money asked for will not be wasted or misused.

The Necessary Shops or Laboratories

With the analysis of the desirable learning units at hand it would seem that in a high school of 1,100 students there would be need for at least four separate rooms or laboratories for industrial arts. These would be a metal shop, a woodworking shop, a drawing room, and a printshop. In some situations a separate electric shop would be added. But the metal shop would not simply contain rows of lathes and milling machines and shapers as in former days. It would be a generalized laboratory with a variety of opportunities and without specific trade emphasis except for a few in the upper two years, and even for these it would not be trade skill that would be paramount. Sheet metal, copper work, metal casting, welding, and bench metal work would all be touched upon. A few fundamental problems and practices in connection with the automobile would be covered, leading toward some ability—to



FINISHING BENCH AS PART OF A DIVERSIFIED LABORATORY
Quick-drying finishes are used, eliminating the need for a costly separate finish room.

make the needed adjustments and simple repairs, but more particularly to an understanding of the car and safety in driving it. "Architectural drawing" as such would be left out for the regular run of students and "home planning" would be emphasized, with consideration of future home ownership more important than drawing technique. Boys and girls would be equally encouraged to enroll in many of the courses, and much of the work carried on would have direct connection with school or group projects where social interdependence would be practiced. Other shops would be similarly diversified and the work directed toward breadth of experience and understanding of life situations as well as the making of projects. This emphasis would not imply slovenly work, however, for such work would destroy the very objectives of the scheme.

The Equipment and the Teachers

The analysis made as previously indicated would be a definite basis for specifying the amount of machinery and heavy equipment for the school. Large and expensive machines would be limited to actual needs. But for obvious reasons, such machines should not be eliminated. The woodworking shop would need machinery to save the time in doing the rougher work and to acquaint students with industrial processes. A part of the machine work would well be done on smaller portable machines of the type that are now available for school use as well as for private shops. A few turning lathes would be needed but not enough to occupy a whole class at one time.

Good quality of machines should be purchased at the outset even though fewer pieces would be the result. The first cost is not the only important item of expense. Durability, standard design, and the reputation of the manufacturer for future service should all be taken into consideration. One should not buy equipment because other schools have it; but approval by others should not be ignored. Don't refuse to put in a machine or a tool because it costs money if it is needed to contribute to the education of youth. And finally, tools and equipment for school use should first and last be considered from the standpoint of safety for the students. Money saved on unfit machines from the standpoint of use or safety may have to be spent many times over in later readjustments. Manufacturers of equipment will render valuable service in planning for proper guarding of machines.

This discussion may well be closed with a consideration of the instructor who is to teach in the new program. If he is already appointed, consult him. Don't put in arrangements which he is not trained to handle. Sacrifice for the time being some of the desired plans rather than his understanding and co-operation. If he is not convinced, try to convince him that the new is better than the old. If the teacher is to be selected, pick him out with care. Some of the older men trained in the era of "manual training" and Sloyd can adjust themselves to this program; others cannot. Some practical experience in trade work will assist him materially in understanding the demands of occupational life and in understanding the needs for development on the part of the pupils. But with this experience, professional preparation, and general background attained throughout college life is also essential. Encourage him to take further training through summer sessions and to keep abreast of the times through professional literature. The job of finding the proper teachers is probably the most difficult of all problems in connection with a readjusted program. Particularly is this true in industrial arts where the work is greatly diversified, demanding skill of hand as well as knowledge of subject matter and ability to teach.

School-Board Members

Who *are* Making Educational History in American Cities

DR. J. H. WALKER
President, Board of Education,
Borger, Texas

Dr. Walker, who during the past 27 years has lived in Alvord, Sylvester, and Borger, Texas, enjoys a unique record of school-administrative service in three cities. For 24 years of that period he served successively as a member of the board of education in these units of population, and was president of the board for 22 years.

His record as school administrator may be summed up in the following: Politics was eliminated from the school program; the district was placed upon a cash basis; the school became fully affiliated with the State University and was placed on the list of accredited secondary schools and colleges; all community agencies were centered around a good school program; athletic and music programs were encouraged; teacher qualifications were raised; all possible economies were encouraged before reducing teachers' salaries; de-



DR. J. H. WALKER
President, Board of Education,
Borger, Texas.

cisions have been made courageously in terms of the welfare of the children of the district.

Dr. Walker was born January 7, 1881, at Valley Springs, Ark. He served in the Spanish-American War. Graduating as a Doctor of Medicine from the University of Texas, he later took a post-graduate course at Tulane University. He began his professional career in 1908, at Sylvester.

Dr. Walker was elected to the presidency of the Borger board of education in 1930, and was re-elected to the position for the years 1932 and 1933.

S. S. ELLIS, PRESIDENT
Warren County, Ohio, Board of Education

Sid Ellis has a long record of public service to his credit—the type which builds character and culture but which brings very little pecuniary return or real public appreciation. He is the grandson of the famous Seth H. "Father" Ellis, whose name is so prominently identified with pioneer farm organization, Wooster, Ohio Experimental Farm, The Ohio Grange, Ohio State University College of Agriculture, and the creation of an Ohio State Fair second to none.

His record as president of the Wayne township board, from January, 1922, until January, 1936, is one of unusual success, characterized by a conscientious study of school problems and the application of state law thereto, and an inten-



MR. S. S. ELLIS
President Warren County, Ohio,
Board of Education.

sive devotion to duty. Under his leadership of an efficient board the local schools were successfully brought through financial difficulties that have all but swamped so many schools throughout the country. It was this fine leadership that caused Mr. Ellis's host of friends to insist that he become a candidate for membership on the county board. After having served as a member of the latter board for one year, in recognition of his accomplished leadership in school management, he was tendered the presidency by his colleagues which he has held since January, 1934.

A. HERBERT FOREMAN
President, Board of Education,
Norfolk, Virginia

Mr. A. Herbert Foreman was recently awarded the "First Citizen" medal by the Cosmopolitan Club of Norfolk, at a public dinner tendered in his honor.

This award was made to Mr. Foreman "for distinguished continued service to the community



MR. A. HERBERT FOREMAN
President, Board of Education,
Norfolk, Virginia.

in promoting civic, cultural, and educational development, and especially for services during 1935 in connection with the material enlargement of the facilities of the Norfolk Division of the College of William and Mary."

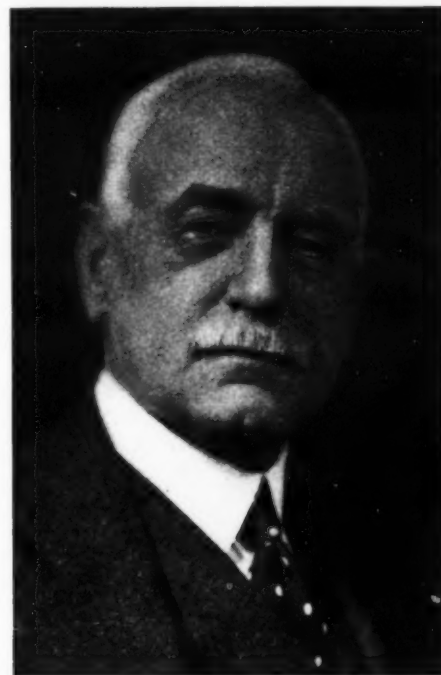
His life story is interesting in that he began as a schoolmaster and then became a lawyer. He served as principal and later became a superintendent of schools. The experience gained as teacher and executive served him well in his school-administrative service. He was a successful schoolmaster; he is now a successful lawyer.

The members of the Norfolk board of education are appointed by the city council. It was gratifying to the citizenship that this body should recognize Mr. Foreman. It was equally gratifying that the board should elect him as its chairman.

It is easily seen that education has dominated Mr. Foreman's interests for he has served on the board of directors of the State Co-operative Education Association (a parent-teacher group), as a member of the Norfolk Public Library Board, on the Board of Visitors of the College of William and Mary, and as chairman of the Advisory Boards of the Norfolk Division of the College of William and Mary and of the Norfolk Unit of the Virginia Union University (Negro). He is, also, a director in the Norfolk Chapter of the American Red Cross, chairman of the official board of his church, and a Lion. In addition to these extra activities Mr. Foreman spends very busy days pursuing his law practice.

DR. ELMER L. MEYERS
Senior Member of the Board of Education,
Wilkes-Barre, Pennsylvania

Serving his twenty-fifth consecutive year as a director of the Wilkes-Barre board of education, Dr. Elmer L. Meyers has achieved a brilliant



DR. ELMER L. MEYERS
Member, Board of Education,
Wilkes-Barre, Pennsylvania.

record of unselfish devotion to the cause of education in his city. Fellow board members and citizens alike recognized his meritorious service when, in 1930, a new six-year high school was named in his honor.

By training and experience, Dr. Meyers is admirably qualified to serve the cause of education. He first came to Wilkes-Barre as a teacher in the high school from 1894 to 1897. During this brief period he left his impress on the pupils not only as a teacher but as an organizer of school activities. He not only organized and coached the first

(Concluded on Page 83)

Meeting a Crisis in School Finance

The Experience of the State of Washington
O. F. Hite¹

For a number of years, students of educational finance have recognized as one of the major problems the distribution of the responsibility of school support among the various school units. Generally, they have advocated the principle that the state should assume directly a larger proportion of the support of education to eliminate in some measure the glaring inequalities that exist between the subordinate units of the state, because of their wide range of ability to support education. For educational purposes, the state is recognized to be the unit of control; but it chooses to exercise this control by a large delegation of its authority to counties, cities, and school districts. Especially is this the case in those states in which the district has evolved as the primary unit of control; in these states, with few exceptions, schools have been supported largely by local taxation.

Happily, the State of Washington is one of the district-unit states in which the financial obligation of the state and of the county were recognized early in the development of the system of financing education. From the very beginning of statehood (1889 to 1895) the county assumed a large share of the responsibility for school support. In this period the county provided approximately 50 per cent of the total support of education. In 1895, the legislature recognized the state's obligation by providing that the state should raise an amount equal to six dollars per school-census child to be distributed among the districts on the basis of the number of census children in the district. This amount was changed from time to time: in 1899, to \$8 per census child; in 1901, to \$10; in 1920, to \$20; and in 1933, to 25 cents per child per day of attendance. The reaction of the counties to this recognition of responsibility by the state was to immediately withdraw their support, until the state legislature had to take action in 1909 to compel the counties to assume a reasonable share. The proportionate distribution of support between the state, the county, and the local district has fluctuated annually from that time to 1933, but has generally approximated a 25-15-60 proportionate distribution. Since the action of the 1909 legislature, the principle has been accepted that the state, the county, and the district are each responsible for contributing to the financial support of the common schools—fundamentally, the principle that education is a great social undertaking of the state, with equality of provision for all.

Sources of Revenues for the Common Schools

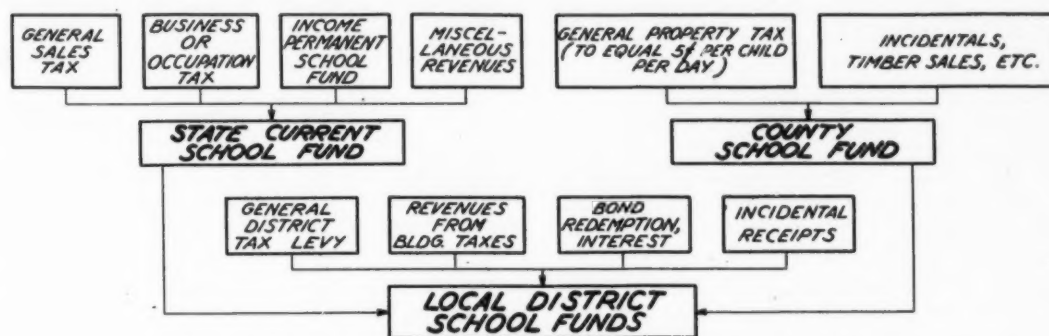
The public schools of the State of Washington are financed by revenues derived from the state, the counties, the local districts, and miscellaneous sources.

The revenues apportioned by the state are first collected into the "state current school fund"; those derived from the county sources into the "county school funds"; while the districts' revenues are credited directly to the "local district school funds," into which, ultimately, are apportioned the revenues from the state current school fund and the county school funds, to be made available for the use of the district.

Before the legislature of 1895 obligated the state to assume a definite share of the support of education, the only revenue distributed by

the state to the districts was a small amount—about \$70 annually—from the revenue derived from the permanent school fund and rentals on state school lands. Successive increases were made in 1893, 1901, and 1920 as

present time there remain unsold about 1,800,000 acres of this school grant, with one large block of 120,000 acres in north central Washington. The average price of the land sold is \$23 an acre. When National Forest Reserves



RELATION OF THE SEVERAL FUNDS CREATED FOR THE SUPPORT OF SCHOOLS IN THE STATE OF WASHINGTON

listed above until in 1933 the law was changed to permit the state to raise 25 cents per day's attendance based on the previous year of school. Each district was guaranteed a minimum basis of 2,500 days' attendance, but the legislature restricted the appropriation to a total of \$10,000,000 per year for the following two years, making it possible to raise about 16 cents per child per day.

In November, 1934, the electorate passed an initiative measure limiting the property tax for the state support of education to 2 mills, which levy might be used only for the higher institutions. The 1933 legislature, realizing the loss in state school revenues due to the 40 mill-tax-limit initiative passed in November, 1932, had adopted a business or occupations tax as the principal tax support of the current school fund for the two-year period. To offset the complete loss of the general property tax as the result of the 1934 initiative, the legislature of 1935 passed a general sales tax to supplement the business or occupations tax, which was reduced somewhat but renewed.

At present, then, the state current school fund is derived from two main sources—a tax source and a nontax source. The tax revenues are derived from the present business or occupations tax, and from the general sales tax. In a report issued by the Office of the State Superintendent of Public Instruction, October 21, 1935, it was asserted that the state will, this fiscal year, contribute 22 cents per pupil per day for the 180-day school year. The returns from tax sources apportioned for the first three months of the fiscal year 1936 were:

Month of July (1935).....	\$1,424,129
Month of August (1935).....	1,344,671
Month of September (1935).....	1,483,664

From these returns it appears that the estimate of 15 million dollars will be realized for the state current school fund from tax revenues.

The Permanent School Fund

The chief nontax revenue in the state current school fund is income derived from the permanent school fund. The permanent school fund of the State of Washington is an "irreducible fund" a loss from this fund constituting under the constitution a first lien against the taxable wealth of the state. When Washington was admitted to statehood, one eighteenth of its lands was set aside for the common schools. This, with other land grants, has equaled approximately 2,500,000 acres of land. At the

were first created in the state, about 500,000 acres of public-school land were included within their boundaries. By combined efforts of state and county officers, equal areas have been returned to the public-school grants, much of which are valuable forest lands. One of the largest of these is a 90,000-acre block in the Olympic Peninsula—with other blocks in this same territory, about 180,000 acres of valuable timber land are held. Not infrequently a section of timber land is sold for \$150,000.

On March 31, 1935, the total value of the permanent school fund was \$25,118,381. On October 11, 1935, the amount reported invested was \$23,416,668, practically all of which is invested in school bonds at interest rates from 4½ to 6 per cent. The interest earnings for 1934 on the permanent school fund was \$1,144,846, and constituted approximately three fourths of the nontax money in the current school fund.

The proportion of the total current school cost defrayed by the state current school fund for the fiscal year ending June 30, 1935, was approximately 42 per cent. (Total current school costs, \$21,814,714; from state current school fund, \$9,129,827.)

County School Funds

As soon as the State of Washington was well organized, the counties assumed a share of public-school costs. In the period from 1891 to 1895, the counties' share was almost 50 per cent, but as soon as the state definitely committed itself to the support of schools, the counties withdrew much of their support until in 1909 the counties were providing only 2 per cent of the total support. To remedy this shift of obligation, the 1909 legislature decided that the counties should raise \$10 per census child for a county school fund, but set the maximum levy for this purpose at 5 mills. This limitation prevented the counties from levying or raising their full amounts, but very definitely committed the counties to the obligation of sharing the support of the common schools.

The method of determining the amount of the county funds was changed in 1933 from the census basis to that of days' attendance, with a minimum of 2,500 days annually for each district. Under the 1933 law, county funds should realize 5 per cent per day for the total number of days' attendance in the county in day schools, night schools, and kindergartens. This, in reality, is a lesser share in the support of schools than the county funds had provided under the \$10 per-census-child basis,

¹Assistant Professor of Education, College of Puget Sound, Tacoma, Washington.

as illustrated by the county funds apportioned in 1933 (the last school year on the former provision), and the estimate for 1934 under the 5 per cent per days' attendance basis:

1933 County Funds.....	\$3,209,962.35
1934 County Funds (est.).....	2,606,647.60

From the foregoing it appears that the 1933 law, instead of imposing additional new obligations upon the counties, in fact reduced the obligation of the counties by a considerable proportion. Another significant factor is that Initiative 94, passed in November, 1934, limits county levies to a total of 10 mills, unless additional millage is voted by the electors of the county. Three fifths of the votes must favor the additional millage for approval, and so far no county has carried a special levy. The county school fund has to take a reduction with the other county funds in most of the counties, so the likelihood of receiving the estimated amount is small.

A small percentage of the county school funds is derived from the sale of timber in the federal forest reserves. Twenty-five per cent of the money received from this source is turned over to the counties in which the forest reserves (10 reserves in the state) are located, to be used for schools and roads. But as these moneys are distributed by the county commissioners, the school fund of the county usually receives less than 50 per cent. From 1906 to June 30, 1932, the total amount of this fund distributed was \$1,783,038.57.

The county school funds contributed approximately 13 per cent of the state's total common-school costs for the year ending June 30, 1935. Total county funds were \$2,884,061.

Miscellaneous School Funds

Certain miscellaneous funds contribute to the support of certain school districts. School districts maintaining approved high schools with an average attendance of 20 pupils are entitled to reimbursements for children from districts not maintaining high schools. This reimbursement comes from a uniform tax on all nonhigh-school districts—not to exceed 4 mills—this supposedly bringing to the high-school districts the difference between the actual cost of educating these pupils and what the districts receive from the state and county funds toward meeting this cost. This reimbursement has fallen far short of the amounts needed in most counties.

In school districts doing approved work in agriculture, in trades and industries, and in home economics, the Smith-Hughes subventions meet up to 50 per cent of the salary of the teachers. The total amount distributed in 1932 from federal sources was \$82,762.68. From 1919 to 1933 school districts were empowered to levy a tax up to 1 mill above the regular tax limitations for the support of these classes. The 40-mill tax-limit law abolished this 1-mill levy; the state, however, took over a part of this loss, in its allotment of two fifths of a day's extra attendance for actual vocational attendance.

The Federal Government also pays tuition of about 50 cents per day for the education of certain Indian children and children living on federal reservations. This goes into the funds of the districts adjacent to these reservations, and amounted to a total of \$83,992.27 for six districts for the 1932-33 school year.

Local District School Funds

The remainder of the funds necessary to maintain a school must be provided by local district taxes. The levy is determined by subtracting the totals of the estimates of revenues to be derived from the previously described funds from the total estimate of the budget expenditures for the current school year. If the

amount needed can be raised by a levy of 10 mills or less, it can be authorized by the local school directors. These enjoy fiscal independence within statutory limits. If the levy exceeds 10 mills, it must be authorized by voters, and must be authorized by a three-fifths vote. The 40-mill limit law now prevents union-high-school districts from levying for school purposes, 10 mills over and above the millage that the component districts have for their elementary schools.

The various school districts of the state raised \$9,800,826 from general fund levies for the fiscal year ending June 30, 1935. These represented approximately 45 per cent of the total current cost of common schools for the state for that school year.

Building Funds and Capital Outlays

All building costs and other capital outlays must be met from the taxable wealth of the local districts. Any such expenditures may be made by funds raised by a bond issue or by a special tax levy. To bond the district, requires three fifths or more of the votes cast if the bonded indebtedness exceeds 1½ per cent of the district's valuation. No district can issue bonds or contract other indebtedness in excess of 5 per cent of its assessed valuation. However, when bonds are authorized and sold, levies are made by the board of county commissioners for the interest and bond-redemption service. School districts may authorize a building-fund tax when, in the judgment of the board of directors, it will serve better than a bond issue. This tax can be for only one year at a time, and must fall within the limits prescribed for general fund taxes.

Sources of School Revenues

- A. State Current School Fund:
 1. All revenues from the permanent school fund.
 2. Certain other incidental revenues, fines, etc.
 3. Tax revenues, supplementing those from non-tax sources, to equal an amount of 25 cents per child per days' attendance of the preceding year. These taxes are derived from the: (1) the business or occupations tax; (2) the state general sales tax.
- B. County School Funds:
 1. County commissioners shall, annually, levy a tax against the assessed valuation of the property of the county sufficient to produce 5 cents per day for each pupil in attendance in the county the preceding year.
 2. A small amount of revenue, derived from the sale of timber, from fines, and other incidental sources.
- C. Miscellaneous Funds:
 1. Tuitions for education of high-school pupils from non-high-school districts.
 2. Smith-Hughes subventions for vocational classes.
 3. Tuitions for education of Indian children and other wards of the Federal Government.
 4. Bond issues, building funds, etc.
- D. Local District Funds:
 1. Apportionments from state and county funds.
 2. Revenues from general property tax of the local district.
 3. Building-fund taxes (if levied).
 4. Revenue from taxes for bond redemption and interest payments (allocated to debt service).
 5. Incidental receipts—sale of bonds, rents, insurance adjustments, internal fees, tuitions, etc.

Both opinion and practice differ widely to what extent state and county participation in financing education is desirable. Swift holds, in his Arkansas survey, "complete dependence upon state and county, and the abandonment of the district unit." Updegraff, on the other hand (New York State Rural-School Survey) eliminates the county from his recommendation and puts the whole burden upon the state and the district. But the State of Washington (along with Alabama, Colorado, Maryland, and Wyoming) provides for the participation of all three supporting units. In fact, the state seems to be committed definitely to the principle of apportionment of state and county funds on the basis of "total number of days' attendance"; while the state and the counties both are assuming considerable proportions of the support of common schools for the purpose of equalization of the opportunities for education. The following table shows the state's aid and is the latest available compilation.

Basis of Apportionment, State Current School Funds, for the Year ending June 30, 1934¹

Item	No. Days Attended	Amount at \$1.627 per day	Per Cent of Total
1. Day School Attendance.....	50,859,446	\$ 8,274,831.86	82.75
2. Night School Attendance.....	98,836	16,180.62	.16
3. Kindergarten Attendance.....	218,143	35,491.87	.35
4. Closing Attendance.....	134,014	21,804.08	.22
5. Transferred Attendance.....	53,733	8,742.36	.09
6. 2,500 days' Minimum Attendance.....	768,778	125,080.18	1.25
7. Extra, 2-Times Parental Attendance.....	107,396	17,473.33	.17
8. Extra, One-Time Defective Attendance.....	408,744	66,502.65	.66
9. Extra, 1/5 Times Junior High School Attendance.....	882,744	143,622.45	1.44
10. Extra, 2/5 High School Attendance.....	5,262,060	856,137.16	8.56
11. Transportation Reimbursement Attendance.....	2,294,599	373,331.26	3.73
12. Extra, 1/2 Times Reservation Attendance.....	141,248	22,981.05	.23
13. Extra, 2/5 Times Smith-Hughes.....	237,984	38,720.00	.39
Total.....	61,467,725	\$10,000,079.87	100.00

¹Vol. VI, No. 1, Supplemental Department Edition.

Safeguarding School Expenditures

Although states as taxing units do not always contribute any large share to the fiscal support of common schools, they do generally set up safeguards to the collection and expenditure of their educational funds. The state is the chief legislative unit. The State of Washington has not neglected to safeguard school expenditures while it has been evolving its tri-unit system of financial support. The checks placed upon the levying and expenditure of school funds are both extensive and effective, and prevent the diversion of school revenues from their legitimate purposes. An enumeration of these legal restraints would undoubtedly be tedious to most readers; but several of the checks, which appear to give distinction and character to the Washington system of school financing, may prove worthy of consideration.

Legal Tax Limits

Along with most states, Washington has sought by constitutional and legislative restraints to protect the taxpayer from extravagant tax expenditures for school purposes. The district levy of 10 mills may be increased up to an additional 10 mills by a three-fifths vote of the electors, in a special election held only on one date annually in October. On the other hand, the county commissioners are required to levy annually against the assessed valuation of the districts a rate sufficient to care for the debt service, which constitutes an additional levy above these limits.

Counties are limited to a total levy of 10 mills for all county purposes, in which the levy for the county school funds are included—with a provision that an excess levy is possible if approved by a three-fifths vote of the electors. Since this law became effective in 1932, no county has voted an excess levy.

The state board of equalization is restrained from levying any property tax against the assessed valuation of the state for the state current school funds, and in order to raise approximately 25 per cent per child per days' attendance, it must rely at present upon the general sales tax and the business tax, to supplement the nontax revenues.

Control of Budgets and Accounting

The legislature of 1923 passed a bill providing for a budget system to control estimates, tax levies, and expenditures, and to provide penalties for violation thereof for all classes of school districts. The 1933 legislature approved the Showalter Act, amending all existing measures relating to education providing for school revenues and disbursements, except those applying to first-class school districts.

(Concluded on Page 88)

Types of School Administration in the North Central States - Eastern Section

Ernest C. Witham¹
(Concluded from October, 1935)

Wisconsin

There is no general state board of education in Wisconsin; but there are several special boards, such as the Regents for the State University, the Regents of Normal Schools, the State Board of Vocational Education, and the State Annuity and Investment Board.

The state superintendent is elected by the voters, not at the general election along with the governor, lieutenant-governor, secretary of state, treasurer and attorney-general, but in April, quadrennially. In order to be eligible to this office one must have had at least five years of school experience, either as a teacher or supervisor. Among other duties usually performed by the chief state school officer, the state superintendent of public instruction in Wisconsin has the following powers and duties:

"He shall exclude all sectarian books and instruction from the public schools."

He is supposed to supervise and inspect all kinds and types of public schools.

He prepares courses of study for the common, graded and high schools; and he prescribes a course in physical education.

He apportions the school-fund income.

He holds, annually, conventions of county superintendents, city superintendents, and supervising teachers.

"The moneys belonging to the common-school fund, the normal school fund, the university fund, and the agricultural college fund shall from time to time be invested or loaned by the commissioners of the public lands as such moneys accumulate in the treasury, and said commissioners shall keep a separate account of all investments and loans for each fund."

The annuity and investment board is made up of the state superintendent and four other members appointed by the governor. The executive head of this board is the director of investments.

Every four years, in April, the voters in each county elect a county superintendent. One must be a resident of the county, and must have taught eight months in a public school of Wisconsin, in order to be eligible for this office. "Cities which have a city superintendent of schools shall form no part of the county superintendent's district, shall bear no part of the expense connected with the office of county superintendent of schools; and shall have no part in the determination of any question or matter connected with or arising out of said office."

The county superintendent is required to make an annual report to the county board of supervisors showing the condition of the schools under his supervision. He also may hold school-board conventions "for the purpose of consultation, advice, and instruction pertaining to the schools of his county." There are three grades of teachers' certificates issued by the county superintendent; but they are only good in the county where issued.

A supervising teacher must be employed by the county superintendent; and if there are more than 125 schools, there must be two of these supervising teachers. It would seem that these supervising teachers in Wisconsin are the key people who furnish the bulk of school supervision. The law reads as follows:

The supervising teacher shall, under the direction of the county superintendent, supervise and assist the school teachers in her district, devoting special atten-

tion to the less experienced teachers; assist in organizing the schools, classifying them according to the work done, and in grading pupils. She shall stimulate interest among the pupils, teachers, and parents in agriculture and in other subjects pertaining to rural communities, and shall consult and advise with school boards. She shall report weekly to the county superintendent the schools visited, the time spent in each school, the names of school officers she met, the number of pupils enrolled, the number present, her opinion of the order, discipline, grading, and spirit of the school, and such other information as may be required by the county superintendent. When the schools are not in session, she shall visit the homes in her district to promote a general educational interest, and to increase her personal knowledge of the rural school, its needs and accomplishments and report the same to the county superintendent, and shall perform such other work as the superintendent may direct. She shall annually attend an institute called by the state superintendent, but she shall not be reimbursed for expenses incurred in attending such institute, until she shall have filed with the county clerk a certificate of attendance signed by the state superintendent.

In addition to county certificates, there are limited state certificates, good for five years. There are also certificates issued to graduates of normal schools, and also to graduates of The Stout Institute.

In counties of more than 15,000 inhabitants, the county boards may divide the counties into two superintendency districts. In such cases there are two county superintendents, one for each district. So far, Dane County is the only one that is so divided.

In Wisconsin there are two divisions of the public day school; namely, city and county. City schools include all systems in the incorporated cities that have detached themselves from the county unit and are organized independently, under their own superintendent. All such school systems are responsible directly to the state department; and make all reports directly to the state department. The county schools include all the other school systems; and often include cities with larger populations and more wealth than some of those that have elected to maintain an independent superintendency.

There are 71 counties, and 72 units. All public schools in each unit are responsible to the county superintendent. The county unit is divided into four classes as follows:

1. One-room schools in the open county, of which there are 6,275.
2. Schools of two or more departments organized and conducted under regulations of the state department.
3. Schools in villages, towns and small cities where grades and high schools are located in the same buildings. These are usually "village schools."
- These schools are subdivided into district, union, and consolidated which, as the name implies, serve one or several districts.
4. City schools.

The data in the following tables show quantitatively at least something about supervision and administration in Wisconsin. This is taken from the biennial report of John Callahan, State Superintendent (1932-1934):

County Superintendents' Offices	
Number of Superintendents	72
Men	45
Women	27
Minimum salary	1,200
Maximum salary	3,700
School visiting made by superintendent	14,897
Number of teachers' meetings	829
Number of consolidations reported effected	5
Number of superintendent's offices having regular publications	32
Number having health supervision	41
Uniform textbooks adopted	22
Approved textbook list throughout county	45

Supervising Teachers

Total number	91
Number of counties having two	20
Number of visits made	36,927
Number of conferences with school officers	3,809
Number of teachers' meetings where supervisors assisted	679
Number of community gatherings attended	849
Total number of teachers visited	10,127
a) Once	1,616
b) Twice	2,108
c) Three times	2,696
d) Four times	1,889
e) Five or more times	1,818
a) Less than one day	3,333
b) One day and less than two	4,093
c) Two days and less than three	1,930
d) Three days and less than four	560
e) Four days and less than five	145
f) Five days or more	66
Total salaries	\$116,928.06
Total expenses	40,197.40

Indiana

In 1852, the district school system was discarded and the township became the local rural-school unit. While this was an unusually forward movement for that time, the township is inadequate to meet the present needs of rural education, but so far there has been no further consolidation heading toward larger school units. There are 1,017 townships. According to the report of the Indiana Educational Commission (1923), the trustee, who is elected every four years, is a little dictator in his own bailiwick. The report says, that:

While the trustee conducts within limits the ordinary civil affairs of the township, he possesses almost autocratic powers over the schools. He builds and repairs unimproved roads, looks after ditches and drains, settles disputes over line fences, provides for the poor, cares for abandoned cemeteries, supervises township elections, prepares the township budget, keeps financial accounts, and makes reports; in addition, as school trustee, he establishes and maintains elementary schools and high schools, consolidates schools, and transports pupils, enumerates the school population, employs all teachers and may dismiss them for cause. Subject to the approval of the township advisory board, he fixes local school taxes, and issues bonds, when necessary, for school grounds and buildings; receives all moneys belonging to the township and disburses the same; builds or otherwise provides and equips suitable school-houses, employs janitors, and is charged with the management of all school property.

The civil duties of this mighty official have been waning in recent years, so that now he is quite largely a school officer.

Incorporated towns have been recognized as local school units since 1852. There are 134 such units. Since 1873, incorporated towns have been allowed to choose between maintaining an independent system of their own, or becoming a part of the township system.

Some incorporated towns have always cast their lot with the neighboring township, so that the number of incorporated towns has usually been larger than the number of school towns. In 1900, for example, there were in the state 312 incorporated towns and only 253 school towns. Since 1899 school towns have been permitted by statute to abandon their schools and rejoin the township. Within recent years a number of towns, particularly in the most progressive counties, have taken such action, so that, while there are now in the state 393 incorporated towns, there are only 134 school towns.

There are about 100 cities in Indiana. The city schools, instead of being managed by a single elected trustee as in the case of the township, have three or five trustees appointed by the common council, or by the mayor, or in some cases elected by the voters. There seems to be an unusually large amount of special legislation regarding cities in Indiana; and special legislation is usually confusing and often conflicting.

The state board of education shall consist of [Acts of 1913] the superintendent of public instruction, the presidents of Purdue University, the State University, and the State Normal School, superintendents of schools of the three cities having the largest enumera-

¹Rutgers University, New Brunswick, New Jersey.

tion of children for school purposes annually reported to the state superintendent of public instruction, as provided by law, three citizens actively engaged in educational work in the state, at least one of whom shall be a county superintendent of schools, and three persons actively interested in, and of known sympathy with, vocational education one of whom shall be a representative of employees and one of employers.

All but the *ex officio* members are appointed by the governor for four-year terms. The state superintendent is elected at the general election every two years.

The county superintendents are elected every four years by the township trustees. Eligibility consists of five years of experience as a teacher and a first- or second-grade superintendent's license.

In going through the newest edition of the *School Laws of the State of Indiana*, one realizes that the commonwealth has passed very little fundamentally important school laws in recent years. In this respect Indiana has not kept abreast of the surrounding states.

According to acts of 1873, "The county superintendent and the trustees of the townships, and the chairman of the school trustees of each town and city of the county shall constitute a county board of education." This large board meets annually, and is presided over by the county superintendent. The county superintendent has voting privileges the same as the other members, on all questions. This board has general charge over the county schools.

There is another set of civil school officers, peculiar to Indiana, known as the Township Advisory Board. "At the time of electing township trustees the voters of the several townships shall elect an advisory board, consisting of three (3) resident freeholders and qualified voters of the township. The members of such board shall subscribe and file with the trustee an oath to faithfully and honestly discharge their duties as prescribed by law." At the annual meeting, this board shall consider the various estimates of township expenditures prepared by the township trustee. Taxpayers may attend these meetings.

"During the school year 1932-33 the Division of Inspection," according to the annual report of the Department of Public Instruction, issued by George C. Cole, state superintendent of public instruction, "with the help of county and city superintendents, made an attempt to classify all the public schools, elementary and high schools, of the state. On the basis of the degree to which the schools were able to meet the Indiana school standards, schools were classified as first class, continuous, or conditionally commissioned schools." The report continues: "Of the 3,916 schools in existence in the state during the school year of 1932-33, 156 have first-class commissions, 1,022 hold continuous commissions, 2,520 hold conditional commissions, while 218 (mostly one-room schools) were refused classification. The common causes for such refusals were: less than an eight months' term, an unlicensed teacher, or an average daily attendance of less than twelve pupils. One hundred and six schools have been discontinued within the last year. Many private and parochial schools were inspected and classified and many more are near classification."

The following interesting table is taken from the *Report of the Indiana Rural Education Survey Committee* published in 1926:

Average Number of Teachers Supervised by Superintendents	
Kinds of Superintendents	Average Number of Teachers
City Superintendents	93
Town Superintendents	14
County Superintendents	122

The average county has 122 teachers. The county of this size is comparable, in the scope of its problems, to a city of 15,000 inhabitants.

This same report also contains another table of considerable importance to students of school administration. It has to do with the township trustee, who, as has already been

shown, is both a civil and a school officer. The question at issue, in this section of the report is, "What per cent of the salary and expenses of the township trustee should be charged to the administration of schools?" The data are for 1924. The table follows:

Classification of Indiana Townships with Salary of Trustees		
Class	Salary	Number of Townships in Class
1	\$3,000	1
2	2,000	5
3	1,800	7
4	1,500	11
5	1,200	21
6	1,000	57
7	900	101
8	720	305
9	600	405
10	450	103

This same report also gives a table of the salaries of city boards of education. The range was from no salary to \$7,300, with a median of \$237.50 and a mean of \$395.50.

Ohio

"Director of Education" is the official title of Ohio's chief state school officer. There is no state board of education. J. L. Clifton, the director of education in 1932, said in a recent report, that

The General Assembly of 1921, however, provided for the reorganization of all state offices by departmentalizing them under the present scheme of organization. In this process the Department of Education was evolved and the title of the executive head was changed to Director of Education. The change of title gave evidence of a changed attitude of the public. It expressed confidence that the department had progressed so far in leadership as to justify its investment with the authority to direct in the educational affairs of the state. The authority of the Director of Education was considerably broadened and succeeding general assemblies have confirmed the wisdom of such action by extending this authority still further.

Director Clifton went on to say, that "perhaps the most significant feature of this broader status is that which gives to the state director of education the authority to set various kinds of educational standards. Thus, it has been possible to prescribe courses of instruction in the numerous institutions that train teachers; it makes possible the inspection and classification of high schools; permits the general supervision and approval of courses of study in the high schools; it regulates the selection of teachers, their certification, and their training in service; it extends to the inspection of buildings, grounds, and equipment."

Ohio uses the term "centralized" as well as "consolidated." The difference appears to be only a matter of creation. G. M. Morris says that, "the electors by a majority vote create a centralized school district, while a consolidated district is created by either the local board or the county board of education." The one-room school which was so prevalent, seems to be on the way out of existence. In 1914 there were 9,489 such schools, whereas in 1931 there were only 3,759. Eight counties have no one-room schools; and eight others have only five or less.

"Ohio has three types of school districts; namely, city, exempted village, and local districts within the counties." All places of 5,000 or over are designated as city districts. An exempted village district has a population of 3,000 or over. Sometimes a village annexes rural territory and so becomes an exempted village. Such districts become exempt from the jurisdiction of the county superintendent. The rural village directors are under the authority of the county superintendent. "In Ohio, rural and village districts are hardly distinguishable, because of overlapping school district boundaries." The number of school districts is as follows:

	1930	1931
City school districts.....	92	109
Exempted village districts..	57	43
Local districts in counties..	1,874	1,874
Counties	88	88

In the school year 1930-31, there were 240 school superintendents, 89 assistant superin-

tendents, and 235 local school executives who taught less than half time.

Charles C. McCracken compiled, and the Ohio State Department of Education published, in 1929, a monograph entitled *Local School District Boundaries Within the County School Districts of the State of Ohio*. This publication contains a map of every county in the state, also a table showing the number and kinds of districts, and the number of elementary- and high-school teachers by districts. Mr. McCracken says that

Ohio was very slow in exhibiting any willingness to form a school unit larger than the township except in the case of cities. In 1913, Governor Cox ordered a survey of the schools of the state with particular reference to the rural-school situation. Conditions found in this survey were what might have been expected but to many people they were astonishing. As a result of this survey a new school code was written which became effective in 1914. By this code a county school district was established, with general oversight of all schools in the county, exclusive of cities and villages between 3,000 and 5,000 population, known as exempted villages. The establishment of this county unit did not carry with it the elimination of local districts within the county. It did, however, abolish the township school district, substituting in its place a rural-school district, or a village school district. The purpose of this was to abandon the idea of having a school district and civil districts coterminous. Naturally there was no attempt in this legislation to bring about the abandonment of the small district.

In 1933-34, Ohio had 1,314 high schools distributed by types as follows:

First-grade four-year county high schools.....	546
First-grade four-year high schools in city and exempted village school districts.....	111
Second- and third-grade county high schools.....	89
First-grade six-year county high schools.....	330
First-grade six-year high schools in city and exempted village school districts.....	71
Junior high schools in county school districts.....	10
Junior high schools in city and exempted village school districts	118
Senior high schools in county school districts.....	0
Senior high schools in city and exempted village school districts	39

The six-year high schools have been increasing very rapidly in Ohio during the past few years.

The 546 first-grade four-year county high schools were distributed by enrollment as follows:

Enrollment	Number of Schools	Enrollment	Number of Schools
10-19	1	110-119	24
20-29	6	120-129	25
30-39	24	130-139	22
40-49	41	140-149	12
50-59	72	150-159	15
60-69	55	160-169	14
70-79	51	170-179	10
80-89	42	180-189	9
90-99	39	190-199	3
100-109	39	200 and above	42

The median enrollment is only 86. This is a great contrast to the size of high schools in New Jersey, where there are only 8 four-year high schools with enrollments less than 100; and the average size of the high schools is about 450. T. C. Holy says, in the *Educational Research Bulletin* (December 12, 1934), that, "There seems to be a deep-seated belief that the loss of a high school is a calamity from which the community will not recover, and to escape this it is willing to make any sacrifice. Experience in communities where small high schools have been closed, of course, has not borne out this belief."

R. C. Atkinson says, in the *Educational Research Bulletin* (January 21, 1931), that,

An examination based on conditions during 1928-29, showed that 63 per cent of the public-school pupils of the state were being educated by 144 city and exempted village districts, the remaining 37 per cent being divided among no less than 1,965 rural and village school districts. The exact number of districts was discovered to be a matter of conjecture. An examination of the reports submitted to the State Department of Education by county superintendents and by county auditors and the reports filed by county auditors with the State Tax Commission showed a different number of districts in each case. One county had as many as 63 rural and village districts and another 53. The fewest number was 10, and the median county contained 22. Nearly a dozen districts were discovered which operated no schools of their own, and about 150 maintained only a single one-room school.

Wherein Mr. Hamilton Becomes *Extremely Mysterious*

New Doctrine for Monroe-XVII.

Brooke W. Hills

At this point we wish to direct attention for a while to remarkably mysterious matters that came to light a few hours after the descent of Mr. Henry Tibbs upon the office of Smith B. Hamilton, and relate these items which caused intense bewilderment among the members of the South Monroe Hook and Ladder Company. These items provoked a lively discussion which kept the boys far into the evening down at the firehouse—a fact, which if the truth be told, gave these devoted servants of the public weal a good deal of satisfaction.

The main topic, of course, had been the wholly unexpected developments in the projected indignation meeting at the school the night before. While most of the boys were privately convinced they had been tremendously entertained during the evening, at the same time they were more than willing to admit that there seemed to be something a little loose in the machinery by which they hoped to keep that educational authority, Mr. Jackson R. Tyrone, safe in his position as instructor of Monrovia youth; and in their perplexity naturally they turned to that person responsible for the original plan of action—the proprietor of the *Monroe Item*.

Editor Short this evening seemed to be very much put out about something. This was evident from the moment he entered the room. In fact, it was all he could do to preserve the dignity befitting the important position he claimed for himself in this select company. With a mighty effort he swallowed the hot reply that came to his lips in response to an innocent inquiry from one of the fire laddies who had been unable to attend the previous evening's soiree, and observed as nonchalantly as possible.

"The next issue of the *Item* will pay full attention to last night's disgraceful fiasco." Pretty good word, that last one; and Mr. Short patted himself on the back in consequence. He was about to add that it was his purpose to carry the fight to the common people—where have we heard those words before—when the same gentleman interrupted.

"Sounds O. K. to me, Brother Short; but what I want to know is how you're figuring to get square with Wiston for the way he threw you down last night, and how you're fixin' to take a crack at that there rum-hound Wilcox who was to blame for busting up the meeting, and what are you going to do now to save Jack Tyrone's scalp, and how you're going to get rid of that la-di-da Hamilton and all them crooks on the school board?"

Short groaned inwardly as he saw the nods of approval following this pointed question. What an order to fill; what an order! Oh, if only Smith B. Hamilton would kindly move a million miles away; if only that long-legged, grinning Peter Barron would kindly follow his superintendent and keep on going indefinitely, having reached that goal. . . . A million miles? Say, that was only a beginning, only a fair beginning! Merely a step in the right direction. . . . What kind of people were these newcomers, anyway? What did they mean by turning the old established order in Monroe into a crossword puzzle that nobody could figure out? . . . He shivered as he recalled the remark shot at him the night before, a highly unpedagogic remark that came distinctly to him out there in the darkness on the sidewalk, a warning in an unexcited but businesslike, convincing voice. A voice which he recognized instantly as belonging to that young history teacher whom he had come to hate, "If that's you, Short, pick up your feet as quick as you can start in laying them down toward your house, and don't stop to look at any road maps, either! . . . I can't hang on to this man much longer. . . . Golly, *scram*, won't you please!" . . . And he had obeyed Peter Barron without question, just the same as those kids over at school did. Yes, sir, he had arrived breathless on his own front porch in amazingly quick time. Why, darn it all, he'd done just exactly what that young whippersnapper had told him to do! Things were coming to a pretty pass when a half-baked teacher could order him around, and make him like it! . . . Wonder how many of the boys had seen his sudden exit following Barron's curt exclamation; *that* wouldn't do. Better go over to school tomorrow and put that wise guy in his place. . . . Tibbs had said just this noon *he* was going to fix up Hamilton; and yet, where the deuce is Tibbs? . . . I wonder what that good-for-nothing Barron may have meant when he said not to look at a road map? . . . *Map!* Oh, my goodness, *why* didn't I think of this before? I wonder if that

confounded well-digger over there in Irish Hill has got one of *his* gang in town; wonder if the crack about maps means Barron is in cahoots with *that* big thug? . . . What a lile I'm leading nowadays! Everything all upside down, and every single bit of it's Hamilton's fault, too; you can't do anything, any more, the way you used to do. Why, Jack Tyrone told me yesterday that Hamilton's so slick he's got almost every kid in school lined up solid with him, and Barron's pretty near as cute as his boss, too; and when *they* aren't at it, that secretary who thinks she's so *darned* smart is a-going it lickety-split, herself. Why, they'll have the whole *town* flimflammed before they get through . . .

No wonder Short was troubled in mind as he looked around the room and saw those unmistakable signs of approval from the boys at the relation of their plain questions; no wonder, then, that in his perplexity he fell back on his favorite remark.

"With an ordinary situation, it would be very simple to answer your questions. But this isn't an ordinary situation; all of us realize there's something very mysterious about this fellow Hamilton. He's a fresh surprise to me every day."

Mr. Short had every intention of talking along until he had managed to steer the conversation back to normal, had not Janitor Atkins suddenly recognized a chance to get in *his* latest tale of woe. Bursting with eagerness he exclaimed,

"Surprise? Huh! *I'm* surprised that such a lunkhead can think up so many new ways of making a fool of himself as that feller. I been a-telling you boys ever since this Hamilton set foot in town last fall, that he don't know *nothin'*, just absolutely *nothin'!*, and I've showed you I know what I'm a-talkin' about, and I got something new right here to prove it."

Mr. Short was perfectly ready, enthusiastically glad, to have the conversation shifted to another channel, to have attention turned elsewhere for the time being, at least. With an air of great triumph, Mr. Atkins produced from an inner pocket a bedraggled sheet of paper, which, when opened up for inspection, revealed a typed heading, SUGGESTIONS FOR JANITORS.

Slowly reading these words aloud, the gentleman impressively paused and looked about him.

"Now, where in the Sam Hill did you get *that*?" inquired one of his intrigued listeners.

"Where did I get it?" mimicked Mr. Atkins. "Where d'ye *suppose* I got it?"

"Hamilton?"

"Of course!" exclaimed Mr. Atkins. "D'ye know anybody *else* who'd be fool enough to set around writin' up notices to janitors and not a-spendin' the taxpayers' time and good money in tendin' to his own business?" And he waited for reply.

There was evident a practically unanimous opinion that Hamilton, and Hamilton only, could qualify under the picturesque classification suggested by Mr. Atkins. One or two of the boys who had thought of Peter Barron, took it back shamefacedly when it was pointed out that he was only a teacher, and most likely *he* didn't have no secretary to wait on him and write out a lot of dunderheaded notices. Mr. Short saved the situation somewhat by agreeing that while you'd think it would be just like Barron, and he wouldn't put it past him, and most likely Hamilton and Barron had got together to think up this latest outrage, speaking as an editor who was accustomed to feel the pulse of the public and see through people, he believed Mr. Atkins was right, just a hundred per cent right. This matter having been settled, Mr. Atkins continued,

"Mebbe you'd like to have me read just a little of this latest song and dance comin' from our wonderful superintendent."

They would; and in a dead silence, stopping now and then to give the boys a chance to assimilate thoroughly the contents of the memorandum,

It is the opinion of the Board of Education that the care and upkeep of the school property and the consequent janitorial service needed in maintaining the buildings and grounds in good and serviceable condition, is one of the most important parts of the administration of the schools.

Mr. Atkins paused in his reading.

"Now what do you think of *that*?" slowly observed one of the audience.

"Sounds to me like this here Hamilton's a-tryin' to pass the buck to the Board," remarked another, with utmost shrewdness.

"Very likely; that's a good point to remember," said Mr. Short. "Proceed, Brother Atkins."

"I'm a-goin' to," replied the center of the limelight. "Just get a load of *this*."

Valuable janitors are those who take a personal pride in the appearance and condition of the buildings and grounds where employed, and who make it their business to keep them from running down. In fulfilling this, they should make promptly such small repairs as they are able; they should be on the lookout for and give prompt attention to such details as loose desks or seats, leaky faucets, broken glass, squeaky door hinges, broken locks, slightly torn window shades, etc., which, if allowed to go without attention, will soon mean greater damage and a larger bill for repairs. . . .

"Faugh!" At this point Mr. Atkins gave symptoms of an ardent desire to throw the offending bit of paper on the floor and dance up and down to relieve his feelings. Sympathetic groans seemed to be in a fair way of becoming a suitable accompaniment to this extemporaneous exhibition, when there was an excited interruption by Mr. Short.

"Hold on, Brother Atkins. Hold on a second! Gosh, *don't* spoil the paper. Can't you see we got something pretty serious now on that dumbbell?"

"Little doubt of that," agreed Mr. Short. "But I want to ask you gentlemen a significant question. Has it occurred to you that every bit of work done by janitors in making repairs is just taking business away from the painters, and the plumbers, and the carpenters around town? Do you realize all this hot-air talk about saving, means Hamilton'll have just that much bigger chance to buy books and supplies out of town, and keeps just that amount of money from circulating among our own struggling taxpayers? What do you think *they* will say when they read *this* evidence of lack of regard for them when I show it up on the front page of the *Item*?"

"Why, why that rascal's just a-takin' the bread and butter right off the tables of every honest mechanic in Monroe!" ejaculated one of the brethren.

"That's about the size of it."

"Boys, this town owes Brother Short a vote of thanks," was the admiring comment of one of the boys.

"Well, has this here Hamilton thought up any more new ones to hang himself with?" was the inquiry when Mr. Atkins had recovered a little of his usual composure.

"He has," succinctly replied that gentleman, again firing up at the recollections of his wrongs. "And how. He's got another piece about a time schedule he's fixed up, so's I got to be in one part of the building one hour, and the next hour in another part of the building, just to keep me a-going every second; and he says I don't have to stay in the b'iler room when I ain't firing, but I can keep a-washin' windows and a-sweepin' the halls, instead of waitin' till school is over and the kids gone home; an' he says I had ought to wash the inkwells once a month, and scrub around the toilets twice a day. Why, he's got a list to do hour by hour that's as long as your arm; and what's more, he says it's part of the principal's job to check this up and report to him, and he says the principal knows what the teachers are doin' during the day because they have their work planned ahead of time, and he can't see no reason why a janitor's work can't be scheduled and supervised, whatever that last crack means, and it don't mean nothin' to me except another sample of his ignorance."

"So much hooley, trying to impress his authority on good and faithful servants, including the principals," remarked Mr. Short. Hopefully, then, "I suppose these hard-working principals objected to being made all this extra work?"

"Darn it, no," was the disgusted answer. "One of them I heard say this was a first-rate idea, and it had ought to be done long ago. No, them principals ain't got no sense. Seems 's'if the bigger job they got, the tighter they stick together, and the more lack of common sense and consideration fer the rights of others they show."

"We'll tend to them after we get through with the kingfish," remarked one of the boys. "I been thinkin' a long time we don't need all this here supervision they keep a-talkin' about. Ain't the teachers able to do their work without a big-salaried principal hangin' around and pertendin' to do this supervising all the while? That's *my* sentiments; an' I'll tell the world that, the first good chance I get."

There were signs of other extemporaneous contributions to the evening's thought, when Mr. Atkins interrupted,

"Perfectly O. K. with me; but I want to read you the main thing that gets my dander up. It *sounds* all right to most people; but when a experienced man like me looks into it careful and figgers it out, you can see awful easy how it's enough to make a conscientious man sometimes think he just can't stand it no longer. Here, lemme have

that paper back a second!" Then, in a voice choking with his own emotions, Mr. Atkins proceeded to reveal the main indictment against the errant Hamilton prefacing it with a word of caution,

"I'll take it slow with you, boys, because you got to do a lot of thinkin' to see *this* nigger in the woodpile. Here you are:

Janitors are expected to give especial attention to the temperature of the buildings Monday mornings, and the day following vacations."

Trembling with wrath, Mr. Atkins paused impressively, looked long at the assemblage, and violently shoving the offending document into his pocket, fairly hissed, "Just let *this* sink in a spell!"

"What's happened since Hamilton invented this rule?"

Still annoyed Atkins continued: "Most likely you notice this feller says to look out for the temperature of buildings on Mondays and the day after holidays?"

"We did," corroborated Mr. Short, "and to my mind that is one of the most damnable parts of the whole business. Am I right, Atkins?"

"Absolutely," was the reply. "O' course, it wouldn't occur to this feller that I got to run a big buildin'. Why should I bust my back and burn up a lot of coal that's costin' the taxpayers good money by shovelin' away just as tight as I can jump seven days a week, when they ain't nobody in the buildin' only mebbe the principal and Hamilton who's always snoopin' around on Saturdays. I ketched him over there a couple of Sundays, too, when he didn't know I was just a' lookin' fer some spiteful trick pulled off by him like that. To hear him talk you'd think I had ought to be there day an' night a-pushin' a shovel seven days a week —

"I points this out to him in a nice way; but the durn fool tried to tell me that a body'd use up more coal and spend more money if you let the building get a little mite cold a couple o' days, than you would if you keep the fires a-goin' pretty good all the while, especially because it's got to be hot enough to bake the kids when they get back to school Monday mornings. The way he talked he might have slipped it over on a lot of folks; but he couldn't bamboozle *me* none, an' so I ups and says,

"How do you *know* that?"

And Mr. Atkins looked triumphantly around.

"What did he say?" was the eager question.

"What did he say?" replied the speaker. "What *could* he say? He just got kinda red around the gills the way he does when I trip him up, an' he studies a while an' says kinda slow-like,

"Well, that's what I've heard a lot of times, and that's what I thought."

"Thought!" shouted one of the audience. "Thought! Will somebody kindly tell me how a feller who's crazy can *think*? That's what *I* want to know."

Mr. Atkins again resumed his exposé.

"So he goes away, an' the next thing I knows along comes a bunch of these here PTA's, who think their job is to keep buttin' in and a-tellin' you how you ought to keep the buildings clean. They puts up a holler that the place is always cold Monday mornings, an' the way they carried on you'd think they was icicles hanging from the radiators. O' course *they're* just the kind Hamilton can get lined up easy. The worst one of the lot who was a-wavin' one of these here new temperature charts around, an' I ain't going to waste your time by telling you this is another one of Hamilton's wonderful inventions, gives me a dirty look when I was tryin' to explain, and then she ups and sticks in *her* shovel.

"You say you always have got up a lot of steam by six o'clock in the morning? Seems *funny* to me if the rooms get ten degrees hotter between eight and nine, why they don't get no hotter between seven and eight. Must be very queer radiators in them rooms."

"I hope you told her where *she* gets off," was Mr. Short's indignant comment.

"I was a-goin' to, and it was right on the tip of my tongue to tell her she ought to stay home where she belongs and tend to her own business, instead of streakin' it over to school every chance she gets to stir up trouble, when Hamilton, who was a-bobbin' and a-smirkin' and a-la-di-dahing all over the place and makin' up to them women something fierce, gets *his* mouth to workin' again.

"I've had an opportunity to get pretty well acquainted with Mr. Atkins since I came to Monroe, and I've noticed he is a very unusual type of janitor; in fact, I can truthfully say I have never met another just like him."

"That's the first sensible remark I've heard of that feller making," commented one of the boys.

"Yes, it *sounds* all right," was the somewhat dubious reply. "But,

School Administration and School Elections

Charles A. Smith, Ph. D.¹

Conflict in school administration arises, in part, out of variation in the basic philosophies of the various interested groups. Almost every adult favors some effective means of education for youth, and is therefore anxious that every organizational device be made to contribute to the educational advancement of youth. Yet in every section of the country, schools experience difficulties arising between the professional administrative staff and the elected representatives of the people.

Educators respond to these conflicts with a defense of the administrative forces on professional grounds. They summarize their philosophy in such terms as "unit" and "multiple" type organization, "trained administrators," "legislative function" and a score of other professional terms. Friends of the board defend its members in such epithets as "rubber stamp" and "czar." The difficulty is usually settled by changing the administrative head for another with similar views.

But professional and lay people continue to misunderstand each other, and the papers are filled with such noted stories as that of Chicago. Everyone knows that places of lesser consequence are going through similar experiences even though the story is not always publicized. The professionally trained administrator's view of the school problem is very different from that of the layman. And, while it is more comprehensive, idealistic, and practical, it is not more authoritative. While the difference between the professional and the layman is recognized by all students of the problem, few attempt to justify the latter point of view. Some recognition may be opportune.

The purpose of this article is to point out some differences in the approach which the contending parties, working for common ends, have toward the same problems. And, at the same time, to indicate some possible directions for movements for correction.

What, then, does the educator conceive the functions of the board member to be? What does the board member think his job ought to encompass? What does the public think the board member ought to do? What may be done to conciliate the positions?

With respect to the first question, Dr. Hans C. Olson says: "The general functions of a board of education may be summarized as follows: (1) select the superintendent of schools; (2) determine the policies of the school system; (3) see that these policies are carried out by the superintendent and his associates." According to Dr. Olson, "decisions determining how problems and jobs shall be solved and administered are policies. Application of policies to single and individual problems and jobs is an administrative detail." In order to accomplish these ends most effectively, "control of the schools rests in the board of education acting as a unit . . . that all standing committees should be abolished; that all administrative details should be delegated to the superintendent of schools; that policies and reports should be considered by the board as a whole . . . that the superintendent is the professional adviser of the board."²

Other students of the problem have come to similar conclusions. Engelhardt, in reviewing the work of the board of education, says:

No school-board member is living up to the obligations of his office if he concerns himself with only one

phase of administration to the neglect of all other administrative development. . . .

The school-board member undertakes no simple task. The responsibilities which he assumes have far-reaching consequences. It is presumed that he undertakes to become a student of society, that he is analyzing the trends which are taking place in the constantly changing order, that he interprets the meaning of these changes and relates them to the welfare of all citizens, and that he endeavors to discover the relationship between society's need, trends, progress, and the educational program to be advanced. The school-board member stands as the representative of no single group. He acts in terms of no selfish purpose. He has no pet project to foist upon the public but appears as the representative of all citizens. He presents the needs of the schools as adopted by the board, and he protects the public against manipulation and exploitation. The school-board member, through his acceptance of election or appointment, has dedicated himself to high purpose, to unbiased thinking, and to courageous action.

In other words, a policy-making board of education is delving into new areas, for school participation; is learning the significance of new problems; is adjusting itself to new needs; and is adopting constructive programs to meet changing social needs. . . .

School boards are going to be confronted more and more with questions of educational expansion not only in the curriculum but also with reference to age groups to be taught and reorganizations to be made. . . . School-board members must know reasons for the existence of these movements, must understand their implications, and must be ready to reconstruct their educational organizations in terms of these changes. . . .

To the layman who will stop to reflect, this obligation of the board member to society is evident from the fact that it is the board member, more than anyone else, who determines the nature of the educational offering. Dr. George S. Counts in one of his studies says, "To a degree and in a fashion seldom grasped, the content, spirit, and purpose of public education must reflect the bias, the limitations and the experience of the membership of this board. The qualitative advance of public education must depend as much on the decisions of the board of education as on the development of science and philosophy of education."

The wide divergence in school conditions in various sections of a state is evidence of the soundness of this statement. These variations in themselves suggest another greater responsibility for a board member. He must meet, not only the many requirements mentioned above, but he must see these relationships and activities in terms of a state or a nation. In this connection Dr. Almack says:

The school-board member is a direct representative of the state. It is his duty to carry out the educational plan of the state faithfully, consistently, and thoroughly. . . . It is seldom that the state law tells how a thing must be done; it may tell how well some things must be done. The point is that the school-board member is the agent of the state, that all the power he has comes from the state and the people, and that it is his duty to put the general state plan into successful operation in his own district. . . . He should take active interest in the state's legislative program. He knows or should know what laws are workable, what ones are defective, and what new laws should be passed, or what old ones should be repealed.³

Such a function is self evident. General citizenship obligations in a democracy where the population is mobile necessitates such functions. Experienced board members agree with the best professional thought in these matters. Hart and Peterson⁴ report 72 to 99 per cent of board members agreeing to the general situation as outlined above. In their study they stated the general propositions and

board members checked degree of agreement. The results would indicate that board members and professional men agree. However, the conflicts which are constantly arising may indicate that board members may be giving lip service only and that in the course of a day's work, legislative functions of the board get mixed with executive functions of the administrative staff.

This is what should be expected when the nature of the board's work and the characteristics of the typical board member are considered. According to Dr. Counts:

The typical city board of education in the United States is composed of six members. Those members are elected at large for a term of three years. One of the six members is a woman, who follows the occupation of housewife. Of the five men, one is a merchant; one, a lawyer; one, a physician; one, a banker, manufacturer, or business executive; and one, a salesman, clerk, or laborer. Three of the members have children attending the public schools of the city. From the standpoint of education, they constitute, in comparison with the city population as a whole, a highly selected group. But one of the members is a product of the elementary schools only; two have attended the secondary schools; three have enjoyed college or university privileges. . . .

Board members are doers. And, while comparatively they have had rather superior training, that training has not been designed to help them think in terms of the comprehensive educational program of the schools, but rather in terms of their own experiences in the public schools.

The American public tends to think that the elected officer should represent his constituency. The board member is no exception. It is not surprising, therefore, that boards of education with their members largely inexperienced in educational practice, should disagree with trained experts on problems of administration. The fact is that a member-elect has often been elected specifically to do administrative work, and therefore thinks of himself as an administrator.

An attempt was made in an investigation carried on in 1935 in two cities of Southern California to find out what candidates think is important with respect to board membership. In the elections covered, only written and published statements of the candidates were used. Except for special local conditions the characteristics are not different from those described by Counts. There was about the right proportion of women candidates. In other respects the composite candidate was educationally the equivalent of a high-school or a college student, a commercial student or a special school graduate. He was a professional man, a contractor, a business man, an apartment-house operator, a draftsman, a past teacher, an ex-service man, an architect, an engineer, a local resident of long standing, and a fair and honest citizen.

An attempt was also made to find what the typical voter thinks concerning the desirable characteristics of a candidate. In getting this information a personal interview was had with 356 citizens selected at random but by residential districts to cover all segments of the population of the two cities. Table I shows the vocations of those interviewed and the number in each vocation. Some statements which seemed to be pertinent from each group were selected and are reported in the table.

Perhaps the significance of the statements collected lies in the evidence which it gives that people are selfish concerning their schools. Such selfishness is not confined to any one group. It is much like the selfishness of politicians who would save the Constitution whose concern is determined by the direct economic in-

¹Head Principal, Elementary Schools, Ventura, Calif.

²Olson, Hans C., *The Work of the Board of Education*, pp. 8-9.

³"The True Challenge of School Board Service," *School Executives Magazine*, Vol. 54, 1935, pp. 193-197, 219.

⁴Almack, John C., *The School Board Member*, pp. 8-9.

⁵E. W. Hart, L. H. Peterson, *The Business of the Board of Education*, *SCHOOL BOARD JOURNAL*, April, 1927, p. 39.

TABLE I. Number of People Interviewed for Opinions Concerning Qualifications of Candidates, Their Vocations, and the Significant Statements Made by Members of the Groups

No. Interviewed	Vocation	Significant Statement
22	Teachers or wives of teachers	Will uphold salaries. Stands for freedom of speech. Believes in tenure. Progressive and active in social circles. Cultured and will represent the kind of board this community should have.
31	Lawyers and wives of lawyers	Progressive and active in social circles. Broad-minded. Understands the problems.
77	Workers	Give work to local men. Contractor.
50	Business men or clerks	A good fellow. A business man. Represents organization. Will leave administration to executive staff.
38	Mechanics	A statistician. Represents organization.
24	Apt. house operators	Reduce taxes.
21	Transportation	Protect schools from rapacious radical group.
5	Widows	Work for good schools.
7	Aviation	
14	Gardeners	Reduce taxes.
3	Doctors	Will see that the educational staff does its work.
3	Dentists	Clean the board of politics.
27	Unknown	
34	Retired	See that communism is not slipped into the leaves of the pupils' texts.

terest at stake. Taxpayers and voters think the board member should be "honest," "free from politics," "a good American," a personal friend, a contractor, a cultured man, a representative of the ——— Club, a professional man, a father, a taxpayer, a business man, a product of the local schools, socially active, an engineer, a statistician, a member of a pioneer family, and a religious man. These characteristics as well as those which the board member elects and those which the professional man think are important are listed in Table II.

TABLE II. Characteristics Typical of a Member of a Board of Education as Conceived by the Professional Group, Candidates, and Voters

Professional group	Candidates	Voters
Student of society	Parent	Honest
Student of social trends	Nonpolitical	Nonpolitical
Student of educational trends	Resident of long standing	American in ideals
Student of educational needs	Graduate of local school system	A good fellow
Has high purpose	Trained in business	Personal friend
Unbiased thinker	Fair and honest	A contractor
Courageous	Building contractor	Cultured
Willing to defend principles	Citizen and taxpayer	Organization member
	Draftsman	Member of noted pioneer family
	Ex-service man	Engineer
	Ex-teacher	Business man
	Architect	Taxpayer
	Engineer	Religiously active
		Father — mother
		Narrow religiously
		Socially active
		Graduate of local schools

A few terms, such as nonpolitical, organization member, taxpayer, cover a number of wishes as well as some emotional antagonisms.

When a voter used the term "nonpolitical," more often than not the speaker naively thought that the political constitution of the present board should be changed to conform with his own. "Organization member" was a somewhat more direct statement of the desire for favor on the part of the voter. Sometimes it meant merely that the voter was better acquainted. The term "taxpayer" was invariably a direct assumption that the candidate would vote reduction in taxes.

It is on the problem of the probable program of the candidates that the greatest divergence of opinion comes. On this the diverse opinions range all the way from the individual teacher who think only of salary to the individual taxpayer who think only of reduction in taxes.

It is apparent that much publicity was given certain phases of the economic situation of the country. A rather large number of people, totally uninformed concerning the facts, were fearful that communism was being taught in the schools. Having recourse only to publicity

articles, they disclosed entire lack of comprehension, either of the problem or of the facts concerning the schools, even when asked specific questions.

Here, of course, was diversity of opinion.

A person who represents "our organization" usually meant, in the voters' mind, a man who would look after the interests of the members of that organization. This is in agreement with the tendency for lay people to think of the board member as an administrator. The difference as to programs is evident from Table III.

TABLE III. Anticipated Program of Board Members as Seen by Professional Groups, Experienced Board Members, Candidates, Voters

A. Views of Professional School Administrators	
1.	Concerned with all phases of administrative development.
2.	Studies society.
3.	Analysis trends which are constantly taking place in a changing order.
4.	Relates these changes to welfare of all citizens.
5.	Presents the need of the schools as adopted by the board of education.
6.	Protects schools against exploitation and manipulation.
7.	Dedicates himself to high purpose, unbiased thinking, and courageous action.
8.	Direct representative of state.
9.	Recognizes state leadership in educational plans, and is therefore interested in promotion of efficiency of larger unit.
10.	Agent of state.
B. Views of Experienced Board Members	
1.	Eliminate standing committees. Conserve time of board.
2.	Make superintendent executive officer and give staff responsibility. Hold superintendent accountable for success of schools.
3.	Systematize business and give educational staff responsibility for executive detail. Devote himself to general oversight and direction of all that is done.
4.	Appoint superintendent for period of three years.
5.	With aid of superintendent define functions of every member of educational staff.
6.	Holds that the schools are kept for benefit of child. Superintendent held responsible by board.
7.	Holds superintendent must convince board of wisdom of recommendations, responsible for all expenditures.
8.	Superintendent's business to plan policy of development and submit in detail to board for consideration. Board to consider such report frequently.
9.	Superintendent is expert and he must keep board informed on school progress at all times. Board's business is to see progress is secured and give superintendent authority and power to secure it.
10.	Give superintendent full responsibility and hold monthly meetings for board's work.
11.	Special committees for special work; to report in writing.
12.	Members are directors at large. Should apply principles of good corporation management.
13.	Board should supply funds and determine policy for future development.
14.	Board should see that good schools are managed; not manage them.
15.	See that buildings are built; not build them.
16.	See that teachers are supervised; not supervise them.
17.	In short, see that work is done; not do it.
18.	Running school is expert business directed to one end; the education of the child. It should be managed by an expert and that expert should be an educator.
C. Views of Candidates	
1.	Stand for education of child through promotion of morale, welfare, and high standards of teachers.
2.	No change in present program.
3.	For well-equipped schools.
4.	For thoroughly trained teachers.
5.	For adequate school facilities.
6.	For teaching Americanism.
7.	For fair compensation for professional service.
8.	For conscientious supervision.
9.	For recognition of merit and training in determining promotion.
10.	Believes in educational plan suited to all needs.
11.	Believes in every possible economy without reduction of teachers' salaries.
12.	Other things being equal, believes in employment of local talent.
13.	Believes thorough education birth-right of every child.
14.	Believes in civil service for teachers.
15.	Believes in complete system of education from kindergarten through university.
16.	Disfavors change in tenure laws.
17.	Protect schools from exploitation and manipulation.
18.	Believes in the function of the board to interpret social trends.
D. Views of Voters	
1.	Will cut taxes.
2.	Will clean board of politics.
3.	Vote for local man for superintendent.
4.	Clear schools of communism.
5.	Represents employee rather than employer.
6.	Represents taxpayer.
7.	Will represent our organization.
8.	Stands for freedom of speech.
9.	Will leave executive work to professional staff.
10.	Will protect schools from rapacious radical clique.
11.	See that communism is not slipped into the leaves of pupils' texts.
12.	Too narrow.
13.	Will give work to local men.
14.	Will work for good schools.
15.	Wants children to enjoy best schools.

There is close agreement as between the opinion of experts and the opinion of experienced board members as to the functions of the

latter. The difference comes between the groups and candidates or voters. Perhaps the significance of candidates' opinions is the tendency to cater to the opinion of the constituency. While there is some agreement with basic principles, the tendency is toward agreement with opinions expressed by voters, opinions which show a very definite tendency for the voter to think that the board member's function first is representing foibles of the adult population. With the exception of a doctor and a widow no opinion was expressed by voters which would indicate that people consciously think of "running schools as an expert business" operated by an expert who is an educator. In fact the preponderance of opinion seems to warrant the conclusion that voters expect board members to take over the direct executive functions in the management of schools. Since candidates tend to agree with this and must of necessity be professionally trained or must change the minds of the trained expert, trouble is inevitable.

It is evident that candidates have particular hobbies which they expect to ride when and if elected. One man is going to see that the schools are thoroughly equipped. Another is going to see that teachers are thoroughly trained. One is particularly sensitive about supervision. Another is going to see that the principles of Americanism are effectively taught. One believes in the expansion of the schools to meet the needs of every child. Another will effect every possible economy which will not affect teachers' salaries. One, who was not elected, believes that the board member should interpret social trends.

While it is true that candidates expect to do certain specific things, their respective supporters are even more definite concerning objectives which they expect to have accomplished by a candidate. "He will cut taxes"; "will clean the board of politics"; "will clear the schools of communism"; "will represent the taxpayer"; "will represent the employee rather than the employer"; "will see that communism is not slipped into the leaves of the pupils' texts"; "will give business to local houses"; "will give work to local men." All of these statements indicate particular hobbies which the candidate must ride if he represents his electors.

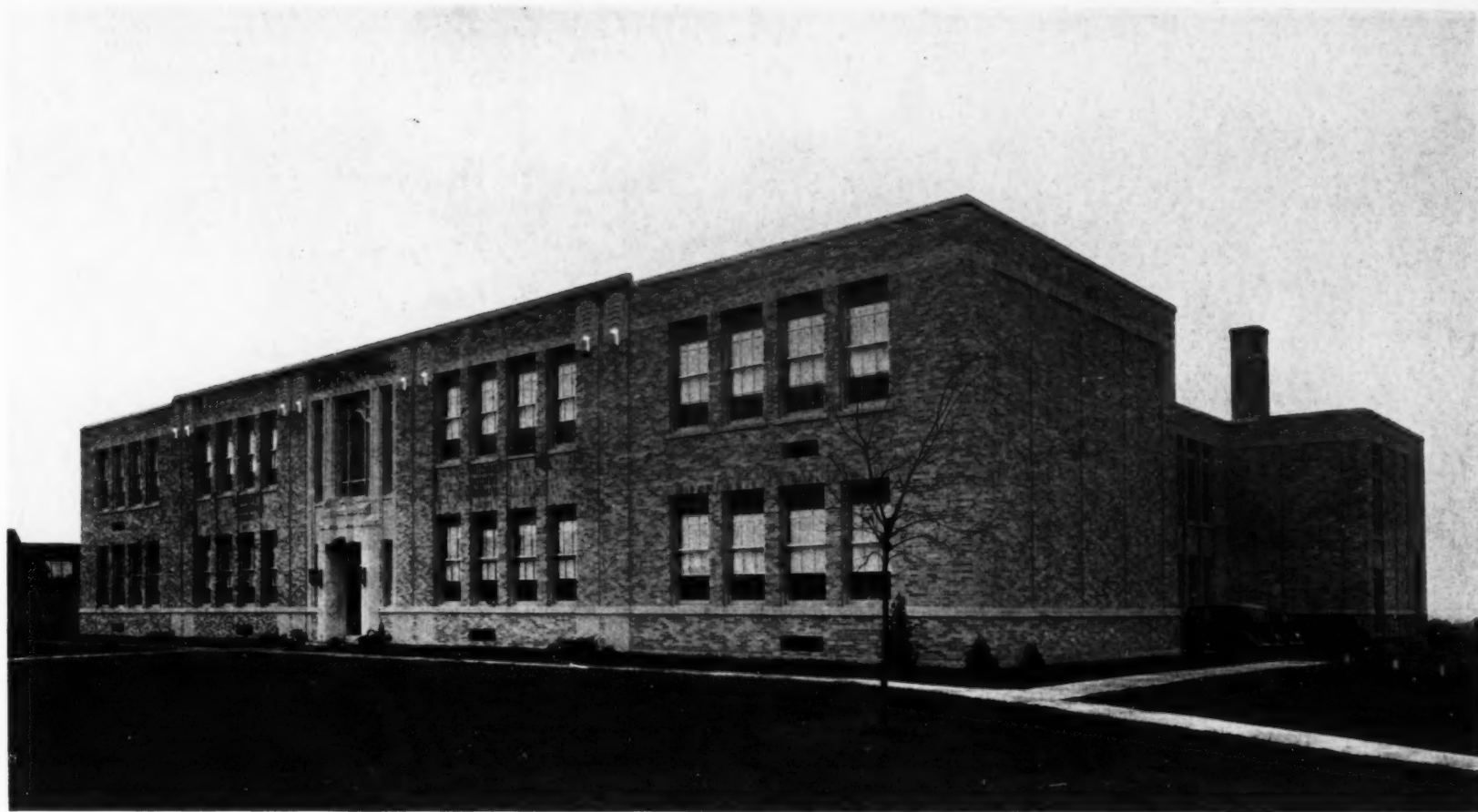
No candidate or voter expects the board member to be an advocate of the needs of the schools before a public which might need enlightening. None expresses need for changes in the objectives of the schools which may have grown out of a changing order. Few expect the candidate to be an unbiased thinker (rather the opposite) in social problems and to be courageous in promoting necessary legislation on the board to effect social improvement. No voter thinks of the candidate as anything but a local representative. No candidate expressed this idea directly, although a student who has had thorough background might infer such meaning from such statements as "civil service for teachers" and "no change in tenure law."

One candidate spoke of protecting the schools against exploitation and manipulation by "special interests." Of course, other special interests may thereby be served. These interests might not use the schools any better than the ones for which they were exchanged.

Failure to make expressions on more general and more educational problems was probably deliberate because the following questions appeared in the papers of the cities studied.

What is the extent of the responsibility of the city for its children? Does this responsibility extend to the kindergarten or does it begin earlier? What balance should be effected between regimentation and individualism in classroom procedures? What should be the policy with respect to child and teacher ratio in the elementary grades, the junior high school, the senior

(Continued on Page 83)



GENERAL EXTERIOR VIEW, KING FERRY CENTRAL RURAL SCHOOL, KING FERRY, NEW YORK
The building faces east so that a majority of the rooms have an east or a west exposure. For details of the main entrance, see cover.
Hallenbeck & Sargent, Architects, Syracuse, New York.

"The House of the People"

The King Ferry Central Rural School, King Ferry, New York

Ernest A. Frier, Jr., Supervising Principal

It was "dedication night," Friday evening, May 19, 1933, at the new Central School building in King Ferry, New York, and farm folks for miles around had turned out for the event. Never before had they had anything like this new school-house. For several months many citizens of the community had campaigned for it, convincing the doubters that "taxes will really be lower" (and they are), helping decide where to put the building, and then watching it go up, week by week.

Dr. Ray P. Snyder, Chief of the Rural Education Division of the State Department of Education, addressed an audience of over four hundred farm men and women, and Dr. Julian E. Butterworth, Professor of Rural Education and Dean of the Graduate School of Education at Cornell University, extended his greetings. Other speakers on the program included Mr. Clyde B. Meyers, District Superintendent of Schools; Miss Nancy Bower, President of the Student Council; Mrs. Fred L. Stilwell, President of the Parent-Teacher Association; and Mr. Roy A. Tuttle, President of the Board of Education, who gave the address of acceptance of the building, following its presentation by the late Mr. Earl Hallenbeck, architect of the firm of Hallenbeck and Sargent, architects.

As the citizens of this rural community had watched the progress of the construction of their beautiful new school, their expressions of admiration and praise of the fine setting, and the skill and artistry manifested, in fitting the structure to the new school site made material for considerable speculation and discussion as to what would be found within the building. Upon approaching the front entrance of the building everyone was delighted to find a simple, yet impressive, and beautiful doorway. In fact, the simplicity of design, and the absence of ornateness in the whole exterior of the building brought, and is continuing to bring, comments of delight and satisfaction.

On entering the building at any one of the three entrances, the people of the community were

ushered through halls planned to conserve space, yet adequate, attractive, and well lighted. Directly each person was ushered into the school auditorium, which is designed as a combination auditorium-gymnasium, seating approximately eight hundred people, and so designed as to lend

itself well to both purposes, that of physical education, and auditorium and dramatic training.

The Construction of the Building

As a part of the dedication program, the architect gave a discussion of the general construction



THE AUDITORIUM-GYMNASIUM OF THE KING FERRY CENTRAL RURAL SCHOOL
has been treated in a dignified style with wood wainscoting, plastered walls and ceilings, and acoustic-tile wall panels.
The floor is of wood tile.



AGRICULTURAL DEPARTMENT

The classroom, which is separate from the farmshop, is fitted with tables and chairs, and instructor's desk for simple demonstrations in testing seeds, soils, etc.

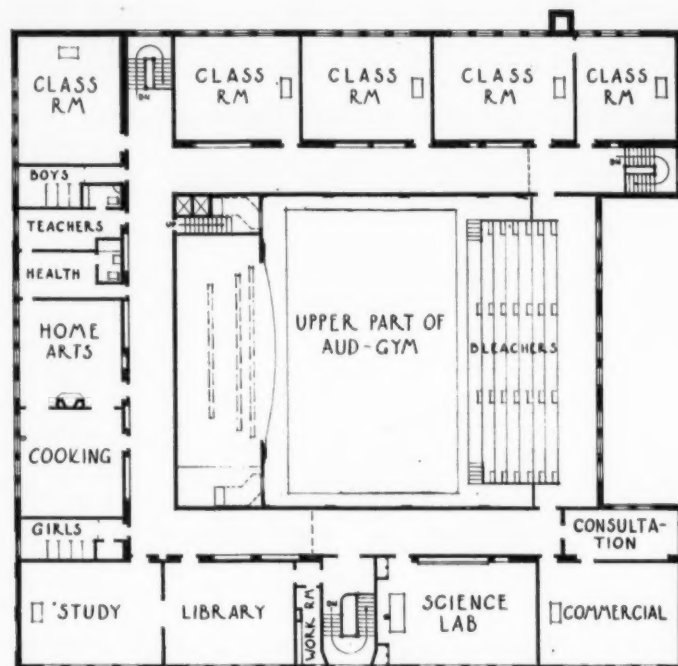


THE COMMERCIAL DEPARTMENT
is fitted with individual tables and chairs.

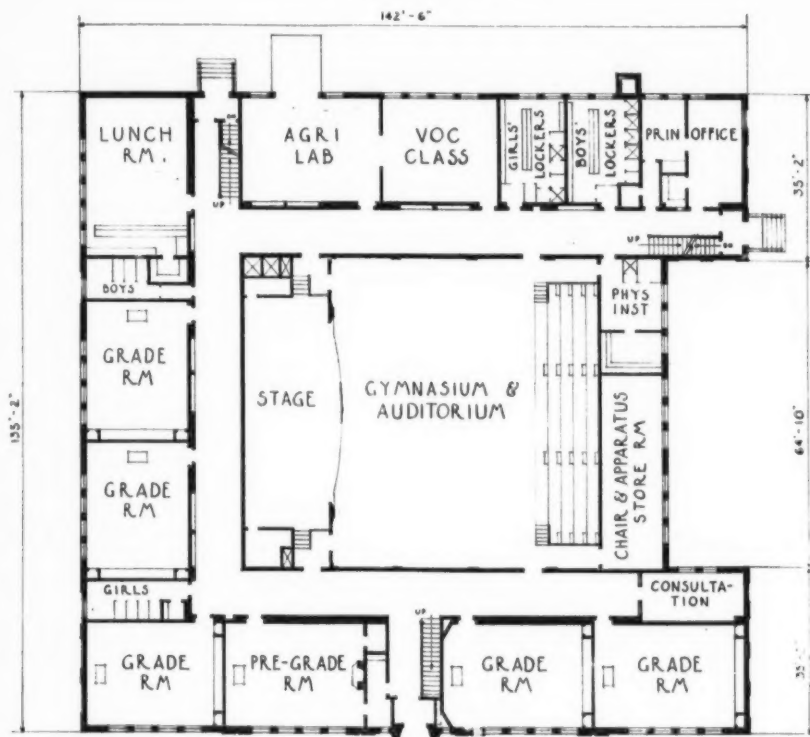


THE FARMSHOP

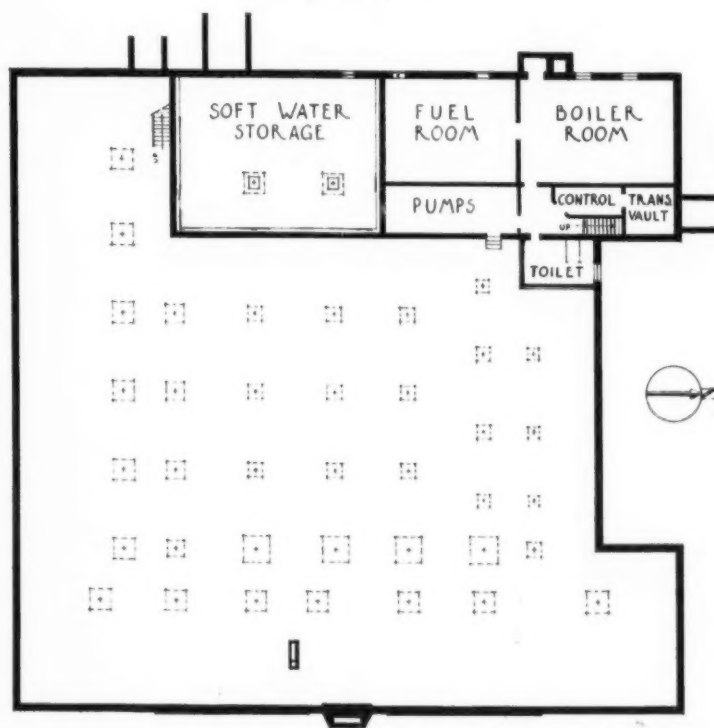
is fitted for woodworking and various types of metalwork carried on in the ordinary home farm shop. The course includes also the maintenance of farm machinery.



SECOND FLOOR PLAN



FIRST FLOOR PLAN



**BASEMENT FLOOR PLAN, KING FERRY CENTRAL RURAL SCHOOL,
KING FERRY, NEW YORK**
Hallenbeck & Sargent, Architects, Syracuse, New York.



SPECIAL ROOMS IN THE KING FERRY CENTRAL RURAL SCHOOL, KING FERRY, NEW YORK

Hallenbeck & Sargent, Architects, Syracuse, New York.

Upper Left: The cooking laboratory is arranged on the unit basis. Stoves, kitchen cabinets, and refrigerators are typical of the best farm-kitchen equipment.

Upper Right: The cafeteria serves a majority of the children each noon with a hot lunch. The service table is at the farther end of the room.

Lower Left: The living room of the home-making department is furnished like a better-class rural home. The table in the foreground is used for teaching table service. The room also serves for girls' club activities.

Lower Right: View of the auditorium-gymnasium, looking toward the permanent bleachers. A fireproof projection booth occupies a space in the rear of the bleachers.

of the building. He called attention to the fact that the entire building is of Class A fireproof construction; that all floor and roof loads are carried upon steel framework, and that the floors and the roofs are of steel and concrete. He called attention to the fact that the building is designed in a modern style, giving a dignified and refined appearance, without the cost and expensive maintenance of cornices, columns, towers, etc., and yet resulting in a building which is well adapted to educational needs. He stressed the fact that economy has been obtained through careful planning, rather than cheap material and workmanship.

Architect Hallenbeck further described the construction, stating that the walls and partitions are of stone, brick, and tile; that classrooms have soundproof tile walls, and that the auditorium-gymnasium is acoustically treated. He stressed the point that all construction has been selected for strength and permanence, with the educational planning designed for efficiency and economy. The building, he said, is heated by a vacuum-steam system, and is ventilated by the modern unit method so that each room is operated independently. He stated that plumbing and electrical installations are of the best grade of material, that all such fixtures have been approved by the State Education Department. Complete water supply and sewage-disposal systems have been included in the building. The finish and equipment of the building is of oak; classroom floors are of maple; and the corridor and toilet-room floors are of a brown sanitary mastic. The normal working pupil-capacity of the building as approved by the State Department of Education is 392 pupils,

with a maximum capacity of 490, in grade- and high-school departments.

It was explained by the architect that, while the plans called for a building large enough to accommodate an expected enrollment for some years to come, the building nevertheless is perfectly extensible, should further growth make it necessary; reasonably ample accommodations are provided for primary, elementary, and intermediate grades, junior- and senior-high-school departments, including library-study, science, commercial department, homemaking, and agriculture laboratories, lunchroom, offices, teachers' and health rooms, locker and shower rooms, toilets for boys and girls on each floor, and a combination auditorium-gymnasium.

Other features of the new rural central school organization were described at some length by President Tuttle, Dr. Snyder, and Dr. Butterworth. The following paragraphs summarize in general the thoughts expressed by these speakers.

It was pointed out that conditions had been more favorable for the construction of the new building and that prices on materials had already started to advance; that the building and site consisting of ten acres of ground, which would have cost close to \$200,000 in 1929, had cost the district \$152,500. It was pointed out further that the building was not to be paid for during the period of depression, but through later years, when it can be fairly assumed that more normally prosperous times will be experienced.

A comparison of accommodation values with those of the National Education Association standards, show that while instruction area is 50 per

cent of the floor space, this building allows 68 per cent of the floor space for instruction purposes; that, whereas the N.E.A. standards allow 20 per cent of the floor space for corridors and stairs, this building shows only 16 per cent of the floor space used for this purpose, and it was noted too that there are three stairways and exits from the first and second floors. It is of interest that 16 per cent of the floor space is allowed for administration, accessories, flues, walls, and partitions, whereas the allowance of the N.E.A. standards is 30 per cent for those things.

The History of the Development of the School

An interesting statement of the history of the organization and development of the new King Ferry Central School was made by President Tuttle. He stated that when the central district was formed, eight smaller one-room school districts were merged with the already existing high-school district. A six-year junior and senior high school was established, and all children beyond the sixth grade were sent to this central school. One district kept its one-room school for the first six grades, but the others decided to close theirs and transport all of the children (in New York's central districts the one-room schools can be closed only by vote of the local district—thus it is always a consolidation of territory but not always of buildings). In the fall of 1935, the district mentioned closed their school and sent their children to the central school building.

Instead of eight school boards there is now only one. Farmers have a voice in running the



THE LIBRARY AND STUDY ROOM, KING FERRY CENTRAL RURAL SCHOOL.
KING FERRY, NEW YORK

high school which their children attend—a condition which they never had while they paid tuition.

The eight districts formerly had their own school-tax rates, and these varied as much as 5 to 1; now there is just one rate for the whole area. The load is the same for everybody. Children are transported at district expense which, as we have seen, solves the problem of getting to high school. The central district receives all of the state money which its eight parts formerly received. In addition, that state pays one fourth of the cost of any new building (interest as well as principal); one half of the cost of transportation, and grants several other aids. The result is that state and federal governments are actually paying four times as much toward the operation of the King Ferry school as the local taxpayers do! This state money, in fact, is sufficient to pay all operating expenses, leaving the local people only the job of paying their share on the building.

In some central districts—King Ferry, for one—taxes have decreased on organizing the new districts. In other districts, there has been some rise, but the amount is small, in comparison with the increased advantages gained for the children.

Objectives of the School

It has been the aim of the board of education and the architect to make the interior of the

entire building homelike in effect and beauty, rather than institutional in appearance and feeling, to develop an environment that is refining, cultural, and ennobling in its influence upon the children and adults who come under the influence of the school.

As stated by Dr. Snyder, the new King Ferry Central Rural School is the cultural and social center of the community. It is the "House of the People," not just of the boys and girls of school age. There the people find their winter lyceum entertainments, their library (a joint school and community library open one afternoon and one evening each week to the public), their basketball and other sports, their place to hold PTA and other meetings, their home-talent dramatics, their music, and even their moving pictures. Since the opening and dedication of the new building, this rural school has carried on a complete adult-education program during the months of January, February, and March with subjects which have included: World Affairs—with such topics as "Japan and the Far East," "Sore Spots of Europe," "America Left or Right," typewriting; two classes in music—one for a new chorus and another for a community orchestra; farming and economics, which included discussions of Secretary Wallace's policies, farm accounts, and the New York State Agricultural Outlook; a course in home economics; one in everyday science; one in physical educa-

tion for men and women; one in insurance and banking; and one in English literature and English language. This program has been carried on during 1934, 1935, and 1936.

This course of developing a real community-centered rural school has been adopted by the board of education in the belief that it would enlist not only the interest and support of the students, but also appeal to the adults of the district. They believe that this in turn will increase interest and sympathy in the school and its many problems, and further stimulate an interest upon the part of everyone to take part in a program of community social improvement. The results thus far have been gratifying.

From the foregoing it is obvious that two answers to the question of how King Ferry can have such a fine school at low cost are an enlarged district and state support. But there are two other important ones: One is an unusual group of teachers with vision, experience, and enthusiasm. And the fourth explanation is perhaps the most fundamental of all: it is a lively interest by parents, expressed through an energetic PTA and a progressive board of education. And the fourth reason most important one because it is the fore-runner of the other three.

REDUCING WATER LOSSES IN A SMALL HIGH SCHOOL

Charles Allen¹

A water bill of \$60 a month for a school of 150 students did seem large to the board of education. The rate was fairly reasonable—25 cents a thousand gallons—but the consumption of water—240,000 gallons a month—was entirely too high. Quite naturally, the board's reaction was, "Do something and do it fast." Something was done, with the result that the water bills dropped to \$10 a month—but that is getting ahead of the story.

First, the water meter was thoroughly checked by the school janitor and the city's water-plant manager. Much to the embarrassment of the school authorities, it was found that the meter was registering only about 85 per cent of the water that ran through it.

Second, in order to find out what happened to the water after it entered the building, it was decided to read the meter a number of times a day. The janitor was asked to do the meter reading, and although he later reported that his doubts had been great at the beginning of the investigation, he stayed with the work, and finally became so convinced of its benefits that he has continued the reading voluntarily.

Each reading of the meter was so timed that it would indicate the major use to which the water had been put, and also that the checking might come when there was a break in the janitor's work. This is the schedule which was followed.

Time of Reading (Closing Yesterday)	Relation to School and Janitor Program	Difference Gives Water Use For
7:00 a.m.	Building is opened by janitor	Overnight leaks
11:30 a.m.	Janitor goes to lunch	Morning use
3:15 p.m.	School out, janitor starts cleaning	Afternoon use
5:15 p.m.	Basketball team has completed showers	Use by basketball team
7:00 p.m.	Grade-school basketball team has completed showers	Grade-school use
— p.m.	Night activity begins (as game, play, club meeting)	
— p.m.	Night activity ends	Night-activity use

Each time the meter was read the janitor computed the water consumption for the preceding period.

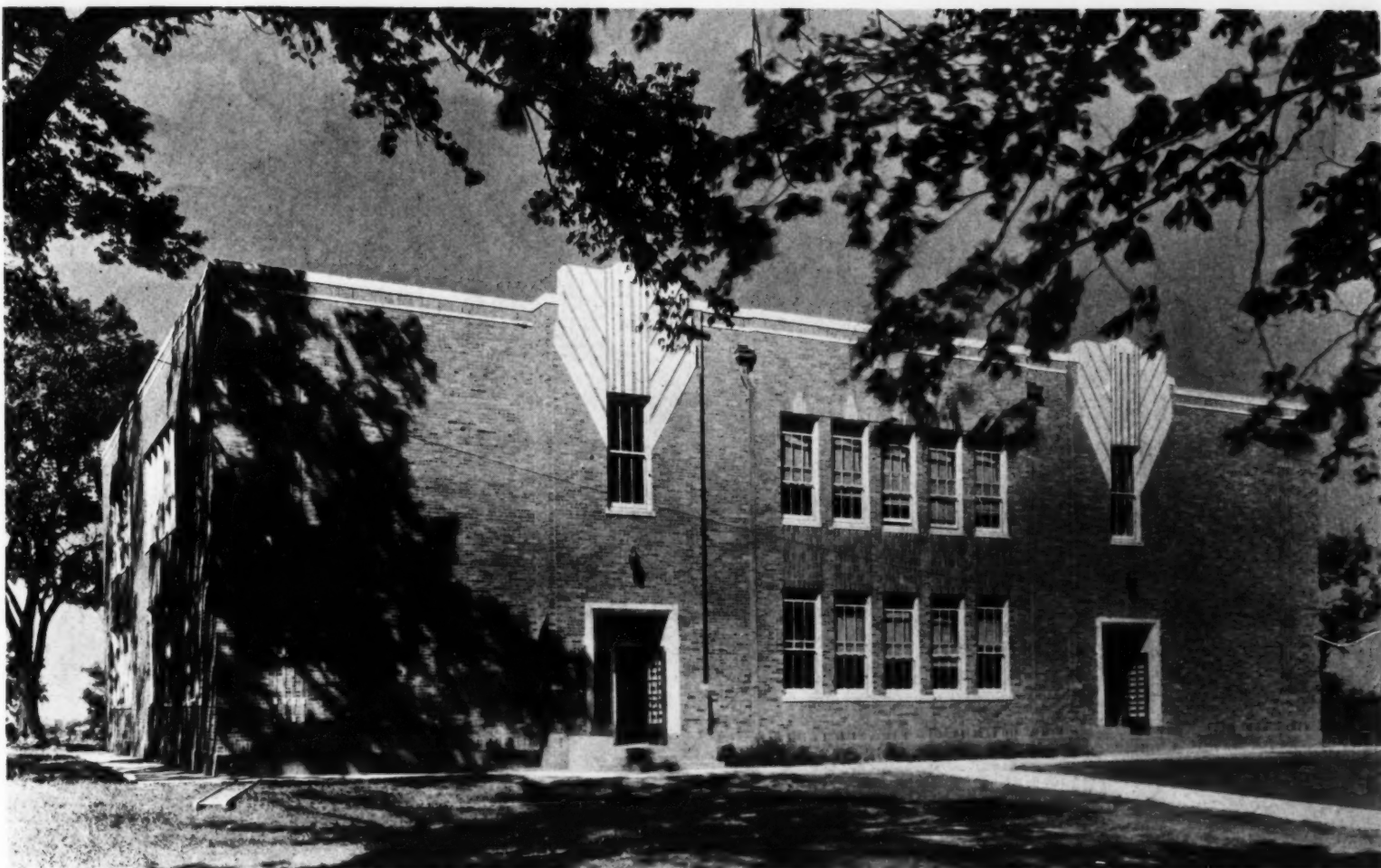
On the second Sunday after this program of daily readings was started, there was a water consumption of 4,700 gallons, with no one using the building. It was found that a toilet valve had become jammed, letting the water flow through the bowl without attracting notice. Re-testing disclosed an average loss from this source of 4,000 gallons a day.

¹Principal, Neoga Township High School, Neoga, Illinois.

(Concluded on Page 80)



THE SCHOOL BOARD OF THE KING FERRY SCHOOL DISTRICT IN SESSION
Left to right: Roy A. Tuttle, H. H. Bradley, J. H. Cook, E. P. Bradley (standing),
and H. H. Rafferty.



GENERAL EXTERIOR VIEW, OTT SCHOOL, INDEPENDENCE, MISSOURI
Hal E. Wheelock, Architect, Independence, Missouri.

The Building Replacement Program in Independence, Missouri

The first school-building replacement program ever undertaken in Independence, Missouri, has been completed, at a cost of \$299,400. The youngest school replaced was 43 years old.

Rapid growth of the school population from 1920 to 1933, from 2,928 to 4,930 children, made it imperative to relieve the crowded condition. Actually the growth was noted in 1912, after which there was an expansion program with old buildings added, or a new one constructed, but never any replacements until 1935.

The program just completed was launched in 1933, with the voting of a \$225,000 bond issue. A federal grant of \$74,400 was applied for and granted in April, 1934. The actual construction of the five modern buildings and an annex to an old one was completed at a cost of \$237,365, which was only \$2,444 above the original estimate of the architects. The rest of the grants is for the retirement of outstanding bond obligations.

The board of education faced the problem of pleasing the patrons of one district with a cost of \$23,461 more than planned. A thirteen-room structure was to be placed on the old site in that district, but it was protested that two buildings should be erected, these to be more adequately located. This necessitated buying an extra site for a six-room building, trading the old site for a new one, and buying additional ground for an eight-room structure.

The first building, a thirteen-room structure, was erected for \$52,545, within the budget. The second contract let was on the eight-room Negro school for \$44,528, which was \$7,528 above the budget figure because of state architects' objections to a two-story plan. The third building went over the estimate by \$1,172 and was let October 17, 1934, but bids on the fourth structure were rejected, all being 30 per cent above the budget figure. Two days later, bids, which were \$22,000 over the estimate, were rejected on the fifth school.

Board members were in a quandary. Turmoil among code authorities in various trades, which had upset subcontractors and worried general contractors, were blamed for skyrocketing bids. It was frankly admitted that the rest of the program

was jeopardized. It was decided to wait for things to settle down, and architects were instructed to investigate.

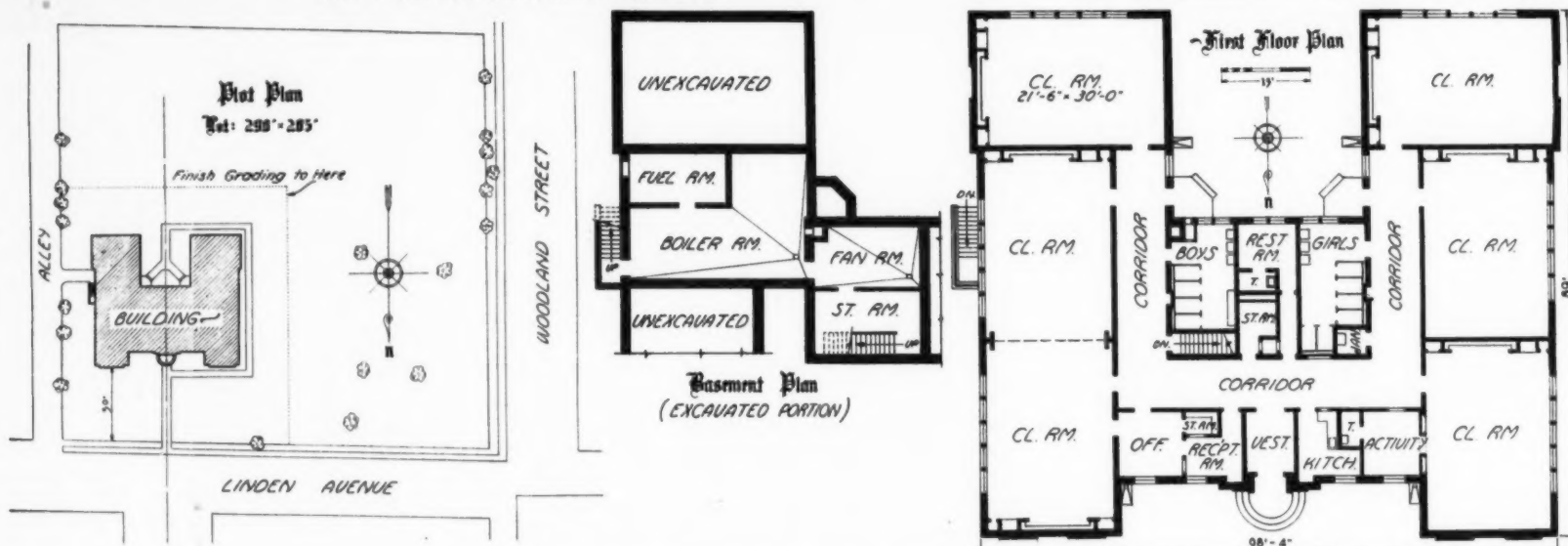
It was not until February 20, 1935, that contracts for the last two schools and the annex were



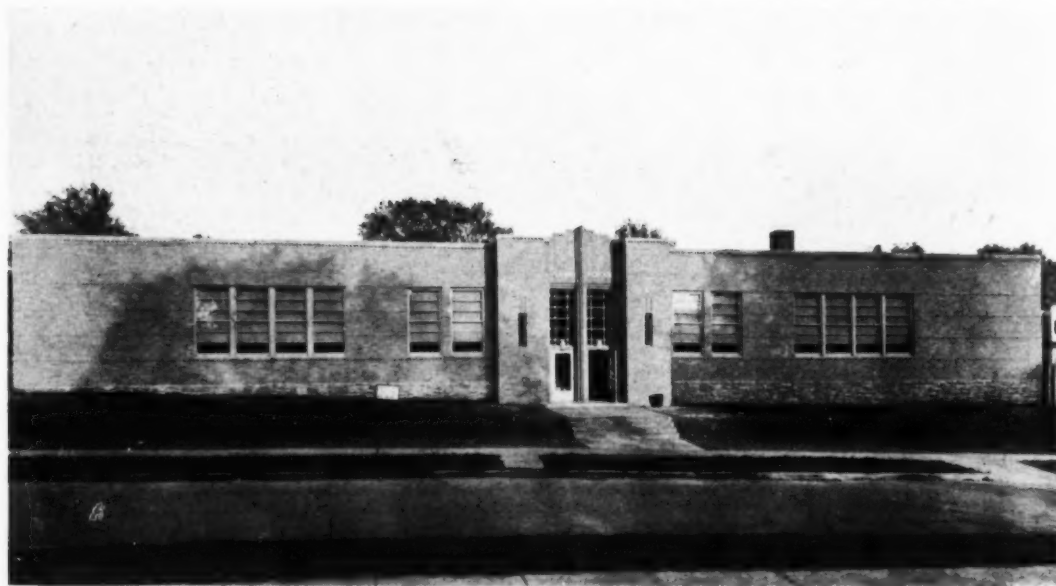
TYPICAL PRIMARY ROOM IN A NEW INDEPENDENCE, MISSOURI, ELEMENTARY-SCHOOL BUILDING



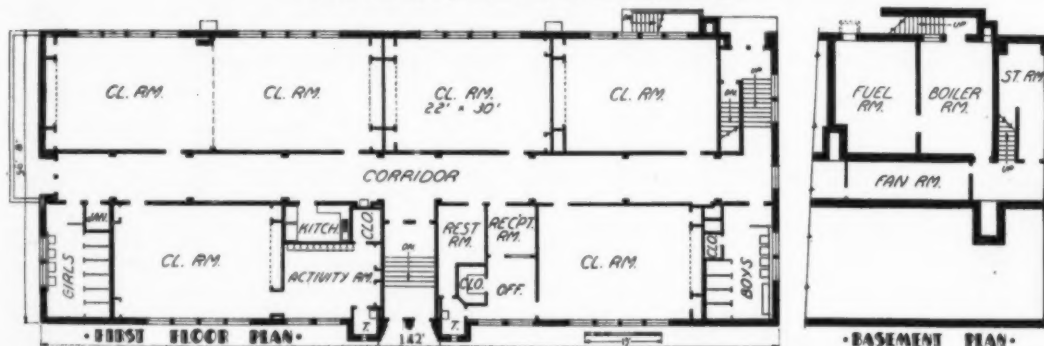
GENERAL EXTERIOR VIEW, SOUTHWEST SCHOOL, INDEPENDENCE, MISSOURI
David F. Wallace, Architect, Kansas City, Missouri.



FLOOR PLANS, SOUTHWEST SCHOOL, INDEPENDENCE, MISSOURI
David F. Wallace, Architect, Kansas City, Missouri.



FRONT EXTERIOR VIEW, NOLAND SCHOOL, INDEPENDENCE, MISSOURI
Alonzo H. Gentry, Architect, Kansas City, Missouri.



FLOOR PLANS, NOLAND SCHOOL, INDEPENDENCE, MISSOURI
Alonzo H. Gentry, Architect, Kansas City, Missouri.

let. The bids were close to the original estimates. Some features in the buildings were sacrificed, but they are not detrimental.

Facilities of these new buildings are expected to be such that no new structures will be needed for at least ten years. The school board has kept its promise that it would not raise the school-tax levy for three years, which was a pledge made before the bonds were voted.

The School Board's Part

Uppermost in the minds of members of the Independence board of education in its large building undertaking was to provide adequate grade-school structures for years to come. Architects were instructed to leave out the gingerbread. Substantial buildings with maximum usable space and complete in all elementary-school requirements, together with plain design, yet of modern fireproof construction, were the result.

To Herbert Van Smith, president of the board at the time the project was launched and through the letting of the contracts, fell the lot of wading through the technicalities and keeping the board posted at all times on many problems that arose. He was succeeded at the 1935 election by Jess

Flowers, who with the rest of the old board, Albert M. Ott, Mrs. Jesse Martin, Mrs. Adron Randall, John Luff and Frank Brown, have carried on the project.

The Ott School

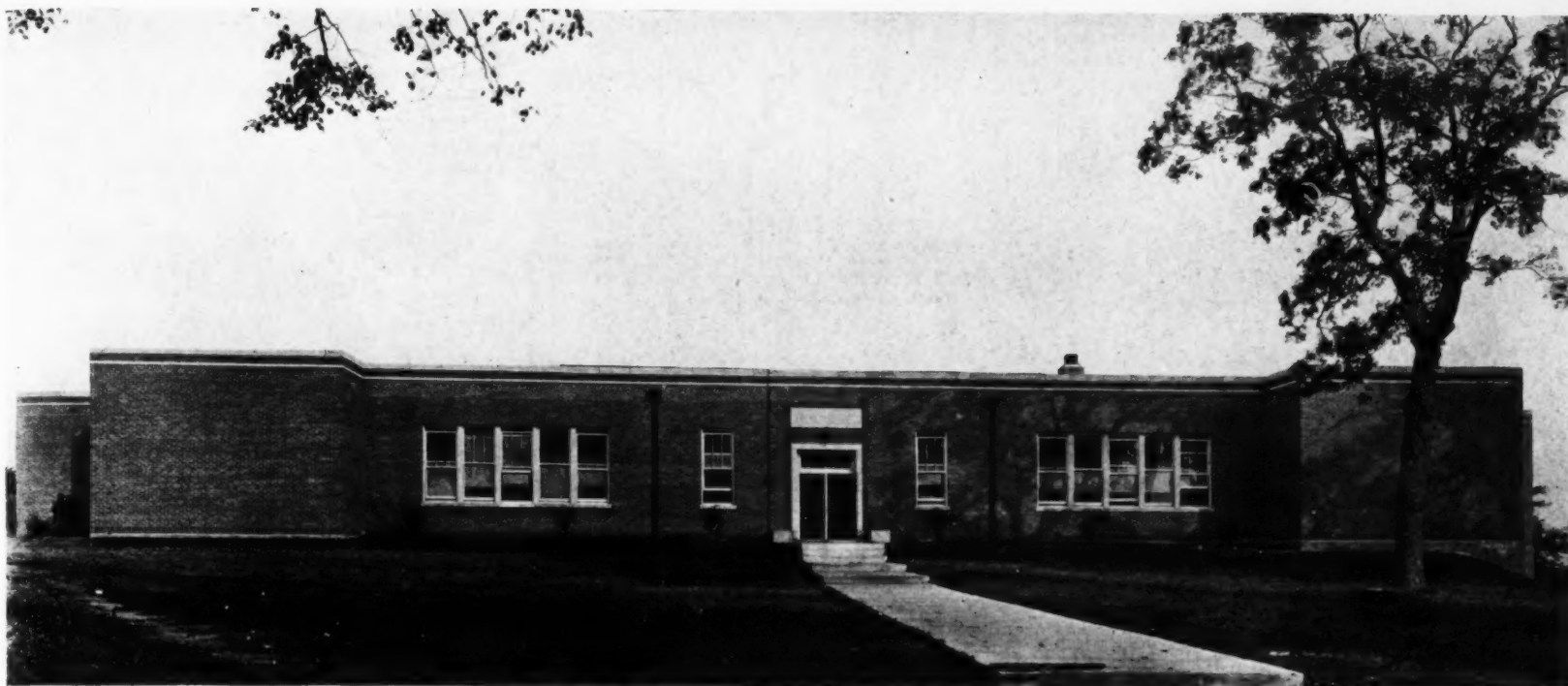
The new Ott School was built on a 43-acre tract, purchased several years ago, and which, since that time, has become the athletic center not only of the school system but of the entire community. A football field and track were built on the acreage five years ago, with a concrete stadium, with the purpose in mind that later a school would be built near by. Therefore when plans for the Ott School were made, a large dressing room and showers were included on the ground floor of the thirteen-room building, opening outside. This room is to be kept open when any athletic events transpire on the field.

The Ott School is of mottled brick with cast-stone trim, a modernistic effect being worked in above the two large front entrances. As in all the buildings, special attention has been given the lighting by tall, wide windows, and to ventilation, as well as to heating facilities. The building is heated with steam.

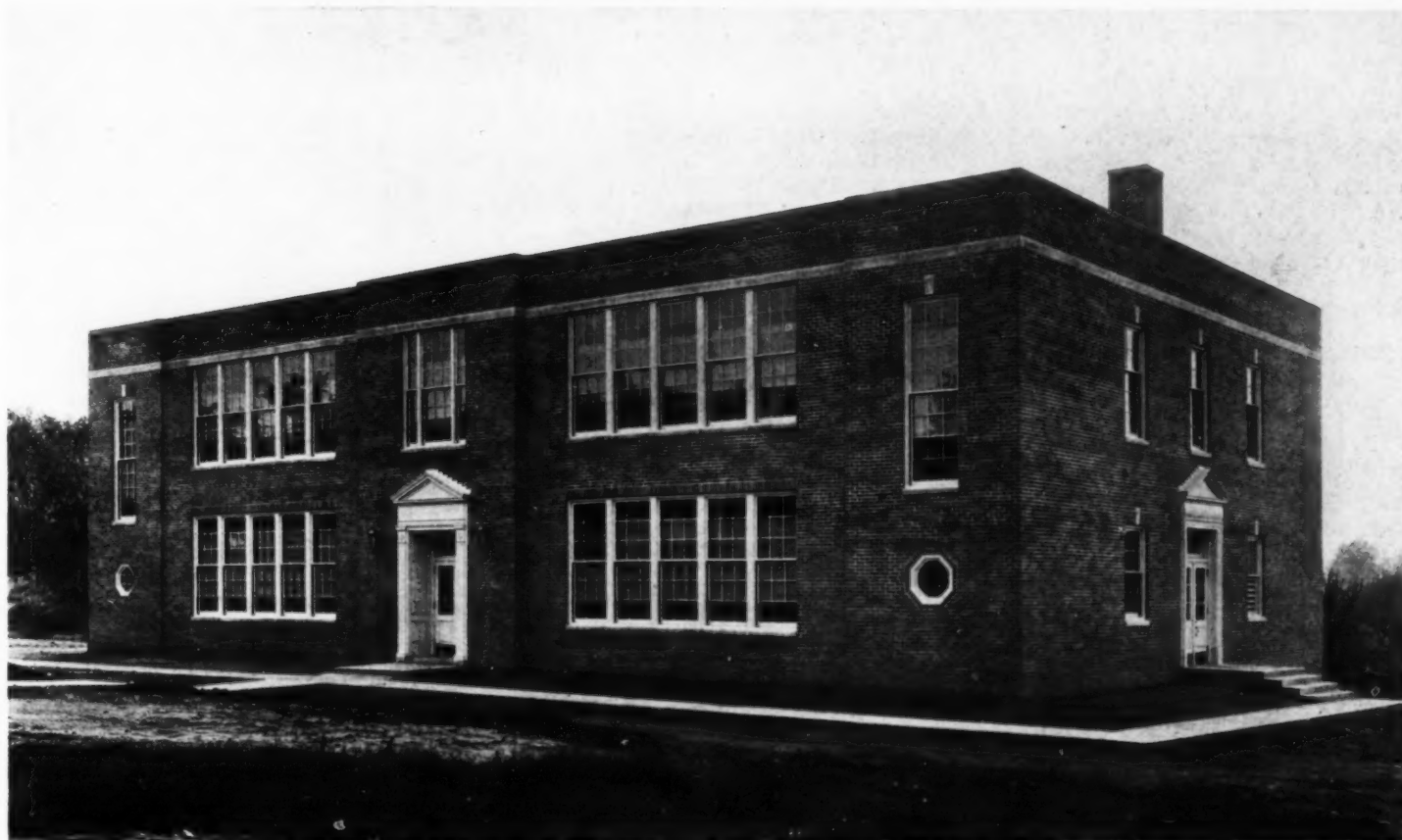
The rooms in each of the new buildings contain unit lockers of the "vanishing" door type, and unit libraries which contain at least two books per child. The blackboards are of actual slate and a patented chalk rail is provided. There are tack boards in each room. The ceilings are treated with material of acoustical value. The concrete floors are covered with battleship linoleum.

Special attention has been given the first-grade rooms. Each has a recessed space adjoining the room for sand tables, and there is a toilet with a small lavatory. Each has a bookcase and storage cases for project work.

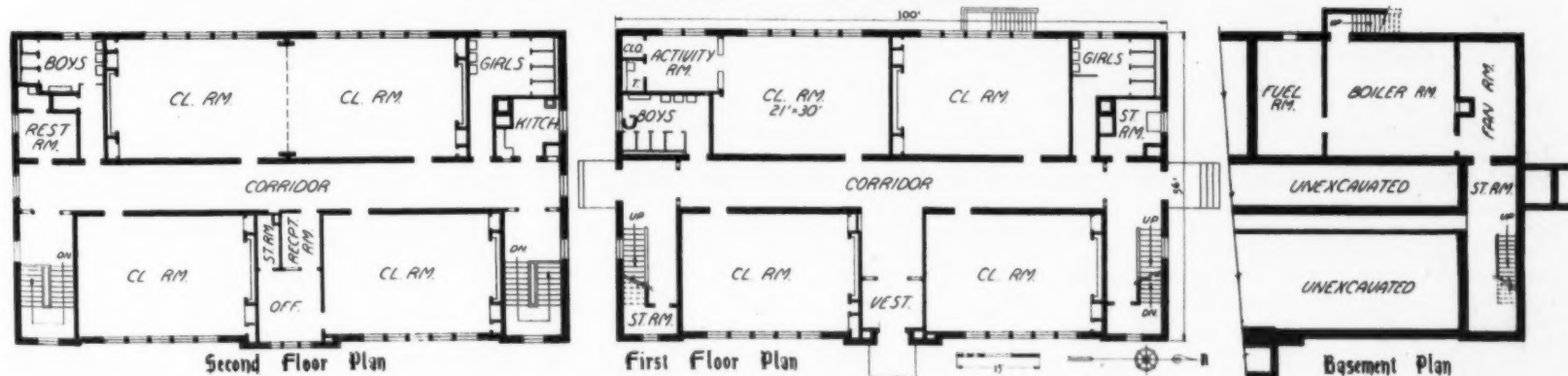
An educational service feature in all the buildings, is an auditorium, which is made possible by



FRONT EXTERIOR VIEW, YOUNG COLORED SCHOOL, INDEPENDENCE, MISSOURI
Hal E. Wheelock, Architect, Independence, Missouri. (See Plan, Page 40.)



GENERAL EXTERIOR VIEW, COLUMBIAN SCHOOL, INDEPENDENCE, MISSOURI
David F. Wallace, Architect, Kansas City, Missouri.



FLOOR PLANS, COLUMBIAN SCHOOL, INDEPENDENCE, MISSOURI
David F. Wallace, Architect, Kansas City, Missouri.

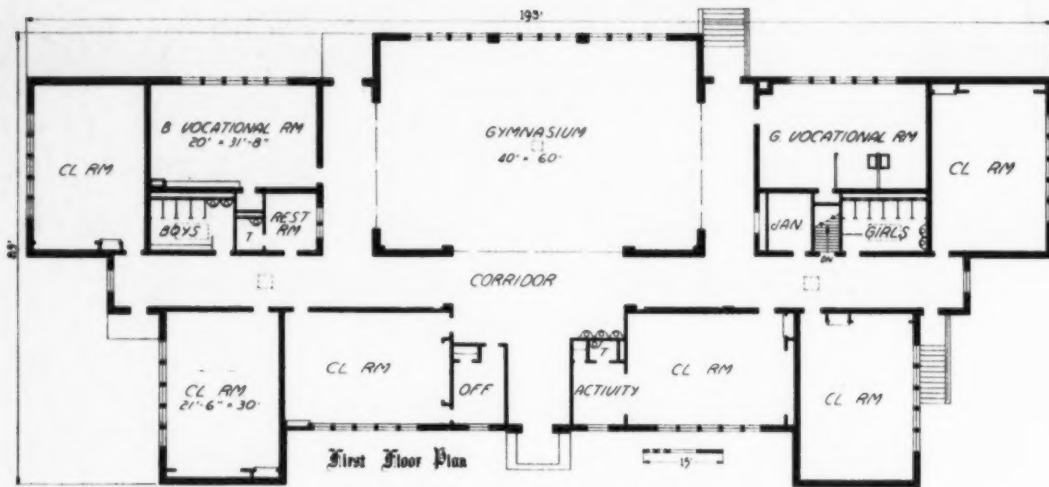
throwing two classrooms together with folding doors. Here entertainments can be held. Each auditorium has a seating capacity of 250.

Unit kitchens are found in all the schools in which food may be served on the cafeteria plan to children who come from a distance.

The Young School

The Young School, said to be the finest elementary and high school for Negroes in Missouri, is situated on a seven-acre tract, which provides an athletic field. It replaces an old brick structure. The building is one story in height and is

built of buff brick, with cast-stone trim. There are six classrooms, an activity room, also a large auditorium which may be quickly converted into a gymnasium. The auditorium, built as a community gathering place for Negroes, seats 600 persons, and is equipped with a removable stage.



FIRST FLOOR PLAN, YOUNG COLORED SCHOOL, INDEPENDENCE, MISSOURI
Hal E. Wheelock, Architect, Independence, Missouri.

Another feature is the manual-training and science room, and a domestic-science room. The school has shower rooms and toilets in close proximity to the athletic field.

The Southwest School

The new Southwest School for elementary grades is built of red brick and is a one-story, six-room building. The new Columbian School, also of red brick, is two stories in height and contains eight rooms. The Noland School, of buff brick, and one story in height, is artistically designed and contains six rooms. The annex to McCoy School, a 22-year-old structure, is intended to increase the capacity of that building and is the first unit in a future building. The addition is not connected with the old building, but it is planned to add a wing on the other side, and later to replace the central structure, which is now being renovated.

This program provides twelve extra rooms for expansion, according to Supt. E. B. Street, which means that 480 additional children distributed in the various districts may be properly taken care of. Besides that, there are nine extra rooms in the high school, and seven in the junior high school.

The Independence School System

A first-class ranking has been given the Independence School District for many years because it is regarded as one of the best-equipped school systems in Missouri and because it maintains a high standard in its program and its teaching staff. The community is adjacent to Kansas City's industrial district and has on three sides rural areas. The schools are organized on the six-three-

three plan without kindergartens. The enrollment is practically 5,000 students, more than 1,000 in excess of school districts of the same size in the state. This is due to the fact that there are large families of working people and the district draws from the rural areas. More than 275 of the thousand students in high school are nonresidents.

Of the 132 teachers who served in the 1934-35 school year, seven held masters' degrees; 100 had 120 hours' credit; 17 had 90 to 120 hours' credit; and two were approaching masters' degrees. A uniform salary based on hours of credit is paid regardless of the grade taught. Extra remuneration is also given for the masters' degree. The salary cuts made in 1930 and 1932 have been practically restored.

The recently completed school buildings have made it possible to approach the ideal of Superintendent Street for a maximum of 36 pupils per teacher in the grades. There are two supervisors in the schools, one for art and one for music. Health is stressed in the seventh-grade work, and general science in the eighth grade. The regular junior-high-school program includes art, music, mechanical drawing, manual training, and sewing. Both the junior and the senior high schools are adequately housed in modern buildings. At the William Chrisman High School, 42½ units of credit are offered, a program which has been followed since 1917. Vocational work as such is not a part of the program, but various prevocational subjects are taught for both boys and girls and guidance is stressed. During the past two years a junior college under FERA auspices has been maintained with an enrollment of more than 200. An adult-educational program is sponsored.

The True Concept of School Architecture¹

William Lescaze, Architect, New York City, N. Y.

Buildings are more — or rather, buildings should be more — than mere piles of walls. Buildings are the records of a community's life, its interests, its taste, its social order. In most communities, the main buildings are the church, the city hall, sometimes the bank, and always the school.

I am to prove that "the functional concept of school architecture is paramount in school-building planning." I will, I hope, demonstrate that there cannot be any school-building planning deserving the name of "planning" unless the "functions" of the building are clearly understood, clearly expressed; and that understanding, expressing clearly the functions of a building has been achieved by all good architecture of the past, and is what modern architecture is again, today, attempting to achieve.

First, it shows that buildings have an influence on us, on our outlook, our happiness. Walt Whitman said that there were trees that seemed to drop a blessing when he passed under them. Our

buildings have the same effect. That is, they drop sometimes a blessing, and more often a curse.

If buildings have an influence on us, should we not insist that our school buildings work well, and be good-looking? But do they work well, and are they good-looking? Most of our schools are massive, uninspiring, uninviting buildings. Pediments of limestone, a few columns, and, when we can afford them, a tower or a cupola! It is always the same thing, with minor variations. Just as you may order lettuce salad with French dressing or mayonnaise, you may have a school building Gothic or Colonial!

What a School Ought to Be

Sacha Guitry, in his biography, wrote: "School ought to be a synonym for Paradise. The very idea of gathering children together in order to educate them and make social beings of them is a beautiful idea. Why, then, should all schools give off the atmosphere of prisons? The architects who put up such horrors should be punished." I think he should have, in all fairness, written, the architects and the boards of education!

It is a radically different approach to our school buildings which is needed — an honest, rational, up-to-date approach. Now let us ask this question: Can school buildings be designed so that they work and, at the same time, please and inspire? Most certainly, yes!

The only sound way to achieve this is through clear, lucid, honest thinking. That necessitates an effort. We must take the trouble to think. From thinking we get to planning. These processes of thinking and planning are essentially what constitutes good modern architecture.

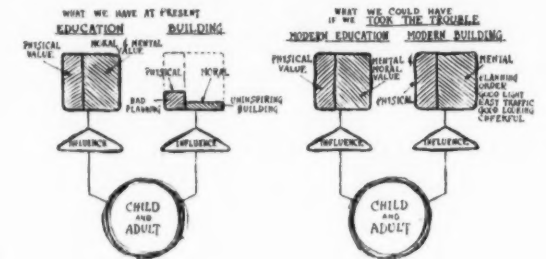
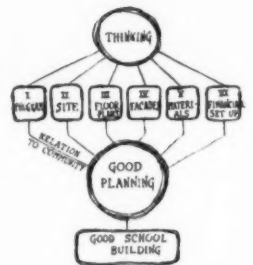


DIAGRAM A (above): The evil effects of a lack of honest thinking in school-building planning. At the left, what we have; at the right, what we might have.

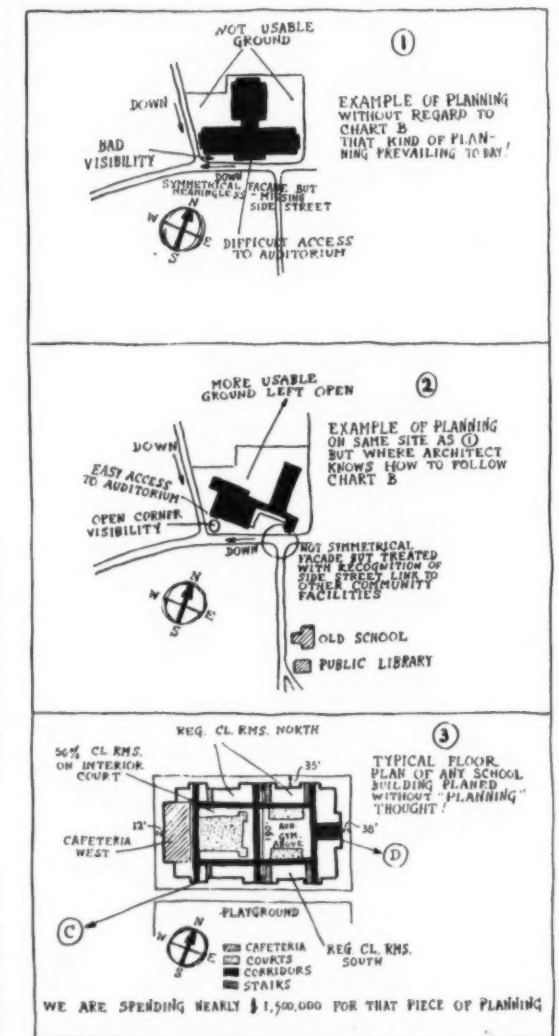
DIAGRAM B (at the right): The results of honest thinking; results in good planning and in good school buildings.



Now, thinking and planning is a sort of exploration which must be carried out into at least six directions — that is, if one wishes to build a good building (regardless of the kind of building — church, dwelling, or school). This diagram B will explain what I mean:

I. PROGRAM. Exact nature of the requirements. Kindergarten, elementary, junior high.

II. SITE. Conditions of site, topography level, sloping orientation of points of compass, direction of prevailing winds, location of streets, adjoining buildings, playing facilities.



EXAMPLES OF THOUGHTLESS AND THOUGHTFUL SCHOOL PLANNING

¹An address delivered at the meeting of the Department of Superintendence, at St. Louis, Feb. 24, 1936, as a part of a symposium on the subject of School Administration.

III. FLOOR PLANS. Arrangement of activities inside of building, kind of activities; administration unit, regular classrooms, special classrooms, cafeteria, gymnasium, auditorium.

IV. FACADES. Outside of building — expression of inside — truth, honesty.

V. MATERIALS. Choice, feeling, maintenance.

VI. FINANCIAL SET-UP. Within budget — economy.

Educators and Architects

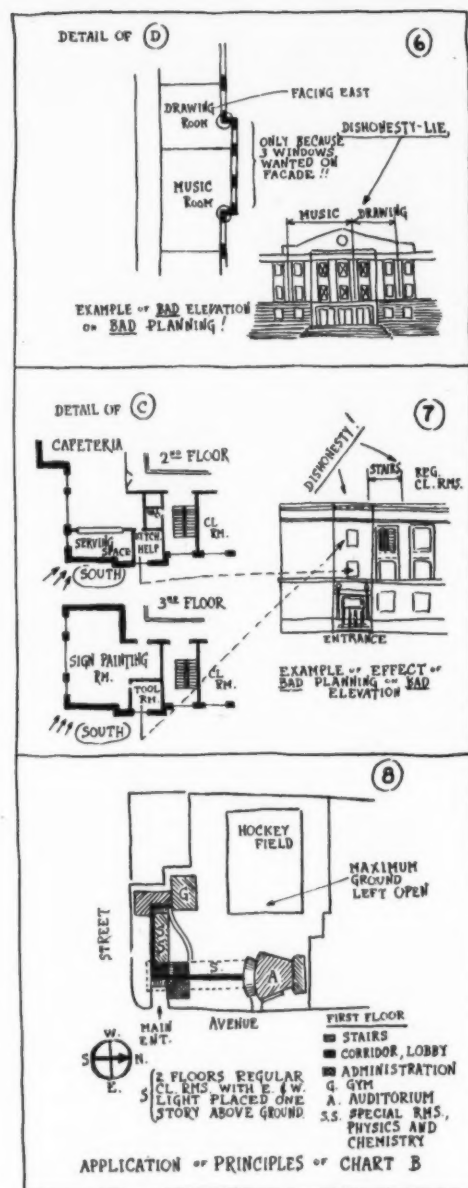
You may be wondering why it is, if it is all as simple as I have tried to make it, that all of us have failed to function, you as educators, ourselves as architects, during the last fifty to seventy years. It is not that we have been *physically* lazy. On the contrary! During the year 1930 we spent \$400,000,000 on school buildings. This is a tidy sum to pay for the kind of buildings we got! The trouble is we have been *mentally* lazy: afraid to think; a bit embarrassed when we realized that our industrial development had not crystallized into the shapes of more Parthenons or more Westminster Abbeys. Then we borrowed hastily from left and right to hide our embarrassment, to make believe that we, too, had that kind of civilization — instead of recognizing the values of our own civilization and being proud of them.

I think that now more of us realize that it is useless to deceive ourselves. That modern functions cannot be fitted into old forms, nor can twentieth-century "uses" be combined with twelfth-century "beauties"!

The buildings of the past which are beautiful, are beautiful not because they are in a "style." They are beautiful because their architects, and the men responsible for them, devoted all their skill, their taste, their understanding, to fulfilling the purposes, the *functions*, of these buildings. In other words, these buildings grew out of the life of their time, to meet the requirements of their time. And that is exactly what our buildings must do: Grow out of the life of our time; meet the requirements of our time.

It is from now on up to you. Decide first what qualities modern education should bring out. If you decide that they are truthfulness, courage, freedom, adaptability, intelligence — then you have automatically decided that what you require is the thinking, planning, functional method of building. You have decided for good, modern architecture.

We owe to ourselves, we owe to our children, to our country, our civilization, to tackle at once the job of *readjusting* all forms, all buildings, to the life of today, the needs of human beings living today. This you are already doing in the field of



THE RESULTS OF DISHONEST AND HONEST PLANNING OF SCHOOL BUILDINGS

education. It is your duty to request that it also be done in the field of architecture. To think and to plan clearly in the field of architecture means to build good, functionally working, esthetically satisfying, stimulating, modern school buildings.

some of the problems in *specific* functional planning with its never-ending change in educational procedure.

What is Meant by Functional Planning

It may be well to examine for a moment the meaning of the functional concept in schoolhouse planning. We admit that it means planning for a specific educational program and type of organization — its purpose, of course, being efficiency and economy. The real test of the success of any school building is, of course, its working efficiency, but *not for one year or two years* but for a period of years — in fact, during the life of the building. Standardization as it is generally understood is the direct antithesis of functional planning; the case is reversed and the school and educational program are fitted to the building. This in its extreme sense, no one approves of, for it belongs to the horse-and-buggy days. But there is also the *extreme* in functional planning — the danger that the building may become too specialized in character, conforming to a passing fad, and without due regard to the continuous changes in educational program and personnel.

What is Paramount in Planning?

School buildings today are fire-resistive and durable. Most of them will stand the test of a century. As already mentioned, educational thought and practice, however, are constantly changing and enrollments increase from year to year. *Elasticity*, therefore, namely possibilities for expansion and alterations *must be the important factor in every school-building plan*. Wherever possible, within the building, units should be planned so that they can be enlarged or decreased in size. The locations of supporting walls, the arrangement of the classroom units, and the grouping of special rooms all have an important bearing on the matter of *elasticity* of plan.

Should not *interpretation of educational trends* and *flexibility* become the paramount ideas in schoolhouse planning? A *typical* building plan based on educational trends and so flexible that it is readily adaptable to changing educational demands and ideas and, at the same time, providing for safe, healthful, and attractive work-study-play space for students and community is the safest and sanest, everything considered. If by functional planning we mean the development of a building plan to serve a specific program and *unadaptable* to fundamental changes in such a program, then functional planning is not the great factor in efficiency and economy. For instance, if a building is planned for a work-study plan of organization for, say, 1,000 pupils, and a year after its completion and occupancy the work-study-plan is abandoned, what then? There will probably be an insufficient number of classrooms, too much play space, most likely an auditorium and some special rooms not needed. This very thing happened a number of years ago in the town of "X."

An Example

A large elementary school was planned for 2,000 pupils. It was planned for a wonderfully enriched educational program and for the work-study-play plan. There were two large gymnasiums, laboratories for elementary science, greenhouses for natural science, a medium-sized library, an auditorium, and a number of special rooms and shops. This building was a model for efficiency and economy for three years. Then a great change came. Bad politics, rather than fine educational leadership, became a directing force. There was a change in the administrative personnel. The effect on the building was as follows:

The laboratories, special rooms, and some of the shops became oversized classrooms. The greenhouses were torn down. The library was divided into classrooms. Only one gymnasium was required and the auditorium became waste space most of the time. Whose fault was it? We must lay the blame at the door of a too highly specialized functional plan.

A High School Planned for Departmentalization

The Ittner office planned a large high school several years ago in the city of "Y." An educational expert adviser assisted the superintendent in working out the building requirements based

The Functional Concept in School-Building Planning*

By the Late William B. Ittner, F.A.I.A.
St. Louis, Missouri

It may seem a bit ridiculous for a pioneer in the field of functional planning to attempt to discuss the negative side of this question. Yet, experience has proved that the functional concept is not a panacea for the ills of schoolhouse planning, any more than any other concept. If educational thought and practice were static, if there was never any change in curricular activities, or in the organization of schools, and if the personnel of a school system did not fluctuate, particularly the administrative staffs, then there would never be any question about the functional planning idea. The little red schoolhouse represents the best example of a functionally planned school.

But educational thought and practice do change and expand — there is constant change in emphasis on curricular activities. We have seen the introduction of the kindergarten, special rooms for elementary science, handwork, domestic and mechanical arts. We have assisted in the develop-

ment of the auditorium with its theater stage, the science laboratories with their plant houses and aquaria, and the cafeterias.

We have also noted the expansion of the gymnasium from a comparatively small room to its present-day size and character, and to the field-house with corrective gymnasiums, clinics, and swimming pools. At the present time, music and dramatic art are in the ascendancy. Large sections of buildings are divided for music with band-rooms, orchestra, practice rooms, and a little theater. Tomorrow it may be the radio or television, or some other educational development. We have also noted the swing away from a number of small stereotyped schools to a restricted number of large centers. Furthermore, there are now many different types of school organizations, namely the six-three-three, the six-six, the nine-three, and the *complete* school. Aside from these variations there are special administrative methods, such as the work-study-play plan, the platoon, and the many variations of each of these. It is the purpose of this discussion to point out

*Abstract of an address delivered as part of a symposium on School Architecture at the Department of Superintendence, St. Louis, February 24, 1936.

on an efficient departmentalized plan. Educational units of the size and type to meet the demands of the organization and curricular offerings were carefully developed. Economy of space, so difficult to achieve for high schools, was effected here. We concluded that it was the most perfectly planned school in all our planning experience. But look what happened! Even before the building was occupied a year, there was a change in the administrative staff, which led to a change in the whole educational procedure. For the new principal the building was *not functionally* planned. The study halls and the auditorium were insufficient in size. There was a demand for more classrooms. Shop space was excessive. The character and location of art rooms and special laboratories were not right. The result was that, as far as efficiency and economy were concerned, the building did not measure up. But this school represented *functional concept* in schoolhouse planning.

Controlled Planning

Itnner service planned another large school in the middle west in the town of "A." Here the educational plan was not so definite so the architect could do some generalizing. We were informed that the superintendent would change his ideas from time to time while experimenting. We sought, therefore, to interpret the functional ideas in the proposed educational program to the extent that we knew what the building requirements would be, in general, and then a plan was developed so *flexible* that almost any sane educational scheme would be served. Space units for physical education, workshops, home economics, the library, and study hall were planned so they could be easily enlarged or diminished, alterations of all kinds could be made with a minimum of expense. We received a letter of congratulation from this superintendent several years after this school had been in use. He wrote us that a superintendent could do anything in a building so planned. He is still making changes as his ideas change—expanding, altering, compressing. The fundamental building plan, however, remains intact. We can still recognize the plan.

Was this functional planning? *Yes and No.* All the way through a period of years, however, this school has stood the test of efficiency and low cost. It probably represents the lowest per-capita cost of all our schools.

What then is the answer? It is *Sane judgment coupled with a high degree of flexibility.* Flexibility is the "big word" in schoolhouse planning today. A flexible unit plan will insure efficiency and economy even with educational and organization changes. The architect's guide must be an understanding of the general educational trends, and with that "*the middle-of-the-road policy*"—*not extreme functional planning nor extreme standardization.* A cross between the two with flexibility constitutes the safest route. From the architect's interpretation of educational trends, he must plan a building that will serve efficiently, not only while one set of school officials is operating it but also for those who may follow.

Typical Plans Not Standardized

Typical plans will be fundamentally different in different parts of the country as affected by climate, site, community, and type of school. They cannot be classified as *standard* plans. By developing typical plans in line with educational demands in general, and bringing in flexibility as the big factor in the plan, the building can be made to conform in its details to the requirements of a specific educational program or school organization, and at the same time be safeguarded so it can continue to serve efficiently in the face of changes in the educational procedure. Typical plans represent the means between *extreme standardization* and the *extreme* in functional planning. Rules evolved as guides to safety, lighting, and sanitation of schools are all incorporated in the development of type plans. The debated questions of size of auditorium, group plan or compact plan, toplighting, and one-story building resolve themselves into variations of typical plan problems. Furthermore, the plan is individualized by its inherent possibilities for expansion, contraction, and alteration of special space requirements. It represents controlled rather than uncontrolled planning.

The Architecture

The modern movement in design has its good qualities. It has awakened us to the realization more than ever before that a beautiful and efficient plan will evolve naturally into a pleasing exterior. Although the question of new materials and methods of construction is a factor for consideration in design, the controlling factor is the *general plan* itself. If this plan is based upon a

forward look into the educational field coupled with *flexibility*—if planning skill is evidenced in its relationship and proportions, and if it satisfies the requirements of safety and health, the exterior design should radiate beauty through the development of mass, vitality, honesty of purpose, refinement, and restraint. In its entirety, such a school building represents the best that understanding and skill in the school-planning field can give today.

How a Superintendent of Schools Measures the Efficiency of a School Business Organization¹

Richardson D. White²

In attempting to measure the efficiency of the school business department, the first necessity is to define its place in the organization and to eliminate all of those factors for which it is not responsible.

To begin with, the school system is not a business organization nor can its general efficiency be measured by standards used in business. Business deals in commodities and services whose value can be readily gauged in dollars and cents. Therefore, to be successful, it must show profits. A competent auditor can take the books of any business concern and tell therefrom whether or not success has been achieved. The efficiency of business then can easily be measured by its outcomes. With the schools the situation is entirely different. Success cannot be measured in profits, for there are no profits in dollars and cents. Indeed, it is not easy to measure the efficiency of the schools by any yardstick.

In the elementary schools of an earlier day when only the tool subjects were taught, it was comparatively easy to determine whether a child had mastered his lessons in reading, writing, and arithmetic. In high schools, which were preparatory schools, college-entrance examinations could answer the question. Now, however, the responsibility of the schools has been greatly enlarged. We are held responsible for the all-round development of the child. In this situation then, the teacher becomes the important person because he is the chief influence in accomplishing the one objective of the schools, i.e., education.

No, the school system is not a business organization. Nevertheless, in order that its main objective may be accomplished, various auxiliary services are required. Among these, one of the most important is the service rendered by the business department. So much so that its failure might very well seriously impair the educational program.

In modern school practice, the business department has become very diversified in its functions and objectives. I doubt whether it would be possible within the limits of a short paper to define these in any manner that would have general application. It is, however, possible to list a few of the functions of a business department which would probably be more or less generally recognized as such. The list which I shall discuss follows: (1) the budget, its preparation and administration; (2) supervision of the accounting department; (3) buildings (a) their construction, reconstruction and repair, (b) their maintenance, (c) management of their use by outside persons and organizations; (4) supervision of the purchasing department; (5) insurance, (a) contacts with agents and Fire Underwriters, (b) equitable and fair distribution among agents, (c) proper distribution to assure approximate annual equality of the burden; (6) keeping informed and reporting on legislation affecting the business administration of the schools.

In the first place, a department of this magnitude should have a thoroughly competent head, having full authority and responsible only to the

superintendent and to the board. (a) He should keep in constant touch with the superintendent on all matters of policy. (b) He should attend all board meetings. (c) He should make frequent financial reports to the superintendent and to the board. (d) He should be directly responsible for all of the functions of the department listed above in a small system and responsible through assistants or department heads in a larger system.

In the largest school systems, of course, he might be relieved entirely of responsibility for such departments as supervision of construction and repair of buildings and maintenance of buildings and grounds. In my further discussion, I shall assume that the average school system will concentrate all of the above functions in the business department.

So much for the organization of the department. How then, do we measure its efficiency? In a general way by the success with which it carries out the above functions.

First, then, the preparation of the budget. This important service should be carried out by the business department, always with the co-operation and under the supervision of the superintendent. The setting up of the subdivisions of the general budget should be no hit-or-miss procedure. Every activity of the school system should be carefully analyzed in detail, for an accurately prepared budget is a prime essential of efficient administration.

The general provisions of the budget might well be divided under two heads: first, those relating to personal service, and, second, those relating to items other than personal service. The first of these might well be divided into two sub-heads; namely, professional service and nonprofessional service.

Under the heading of professional service, of course, the business department has very little responsibility since this involves so many educational problems such as (a) the nature and extent of the curriculum, (b) teacher load, and hence the number of teachers required, (c) teachers' salaries, (d) sick leave.

Under the heading of nonprofessional personal service, the business department should be held responsible for all details in the preparation of the budget. Provision should be made for the proper number of clerks, custodians, repairmen, etc., and no more. There should be no unnecessary employees.

Under the heading of other than personal service, each service and each classification of supplies under each service should be analyzed down to the point of actual unit cost per pupil. This unit cost should then be used in setting up the budgeted amount for supplies. Items not related to pupil consumption, such as gas, water, light, telephones, etc., should be estimated on the experience of past years. All other items of the budget should be handled with equal care and in equal detail.

The administration of the budget after it is approved by the board is also an important function of the business department. The department should maintain a cost-accounting system which will enable the board and the superintendent to

¹Abstract of a paper read before the California Public-School Business Officials' Association, Fresno, Calif., March 29, 1936.

²Superintendent of Schools, Glendale, Calif.

The Problem of Auditorium Utilization

Leonard Power, Ph.D.¹

The problem of making use of space within a school building is first introduced when an educative function for that space is considered. The school auditorium, according to studies by Dr. Edgar L. Morphet,² ranks next to the cafeteria for lowest utilization. Until quite recently, the auditorium had been considered essential without considering its educative function, except as education was a by-product of the assembly periods and the school dramatizations. In some schools, the use of the auditorium as a study hall is a result more of overcrowding than of educational planning. This article, although recognizing study as a necessary part of the educative process, does not consider such study as is done in improperly lighted and equipped auditoriums as within the definition of space designed primarily for teaching and learning.

The auditorium may be related to an educative function when the use of the sound-movie is considered. Even the silent motion pictures provide teaching aids for the use of which the auditorium is well adapted. The addition of sound makes it possible to accompany the films with an explanatory lecture by the most scholarly authority. Research studies³ have shown the high degree of learning which results from the use of audio-visual aids when accompanied by adequately developed preparation and follow-up. The author has visited many schools completely equipped with projection booths and machines which are used infrequently and without careful planning.

The Use of Audio-Visual Aids

The problem of auditorium utilization goes beyond a knowledge of the educational value of audio-visual teaching aids, and beyond the problem of equipment in a particular school. A business man would have difficulty in seeing any reason for not utilizing a new machine which had proved its economy and utility. He would not understand the educational implications which would result from its complete utilization. If he were told that the use of the new machine would make obsolete an old and very valuable machine, he might realize one difficulty. The old machine, although it consists in nothing more mechanical than teacher and classroom, is installed in every school. It may grant to the new machine some power to supplement the classroom occasionally, but it will give up none of its educational prerogatives without a long struggle.

The use of audio-visual aids raises the old question of class size. If the new teaching aids are as educationally effective with very large groups (certainly all of the children on a given grade level in a school, regardless of its size) as with thirty or forty students, may it not reduce the teaching personnel? Is not that just what the machine has done in industry, to the general detriment of our whole economy? The author is inclined to doubt the evidence in support of the second statement, and to agree with the first statement—that there would follow a reduction in teaching personnel.

Reduction in teaching personnel need not reduce the size of the faculty. The broad concept of guidance as an educative function should enable the educator to welcome any teaching aids which are effective with large groups—if a part of the personnel is thereby freed from classroom routine to work at the problem of adjustment for individual pupils. This problem now has a rich background of psychology in which teachers are more adequately trained than they have time for putting into practice with schedules so full of classes. Here, then, we have a glimpse of two reasons for the use of the auditorium; one as a place for teaching large groups, and the other as a means of providing a larger proportion of the faculty for guidance.

The Selection of Films

There remain, then, the problems of making the schedule and of selecting the actual films. The problem of budgeting the cost of the films (and the machines, if they are not already installed) may be considered as a part of the problem of the schedule. It is relatively a simple matter to make any auditorium in a school in which there are six or more classes on each grade level, absorb the loss of a teacher or two—which will supply more than enough funds to cover the cost of the films. Every school will have a sufficient loss in teaching personnel, from reasons of retirement, transfer, or removal, to make a small reduction in its personnel. If a teaching staff is aware of the guidance implications and the learning implications of the use of audio-visual aids with large groups, it is ready to begin to consider the problems of the schedule.

At first, there will perhaps be too few films based upon adequate educational research to provide full-time scheduling of the auditorium for their use. This need not prevent their introduction. Gradually the sources will be extended to meet the educational demand. At present there are enough proved films, produced under expert technical and educational direction, to make a beginning. Even from the very beginning of their regular use, they should be scheduled as carefully as are the present assemblies or clubs.

The schedule should enable the teachers to see the films without loss of class or conference (guidance) time. If the science department has selected a series of films, every science teacher should view and hear them, and use the printed guides which provide for their proper introduction and extension into the classroom discussions and tests. Each teacher should be given an opportunity to test conclusively the educational effectiveness of the films—quite a different thing from the single showing usually associated with the "movies" of the theater. Given a satisfactory machine operator, the teacher will need to assume individual responsibility for particular units of audio-visual instruction. This complicates the schedule further.

A Program of Guidance

The saving feature of the schedule is related to guidance. Its development from the incidental to the carefully planned stage will parallel the development of the use of visual aids. For a while the guidance function may be subordinated to the learning function. It may be included when, and as a place is made for it. Guidance may be reserved, at first, for individual conference and adjustment with the "selected" cases; criteria for selection being related to difficulty of adjustment. But guidance can no more be left to just any teacher than can the teaching which accompanies the films—or any other teaching. There must be agreement, before the schedule is constructed, regarding the delegation of the guidance function. There is no doubt in the mind of the author that the development of the function will result from added opportunities for its practice.

Building Utilization

Given the determination of a principal and his faculty to combine a more complete utilization of the auditorium with a more extensive program of guidance, there remains the building utilization implications. Classrooms must be used for guidance conferences in most school buildings. If an entire room is so used for an individual pupil, the pupil-station utilization for that period will be very low. In fact, if all guidance conferences must be held in classrooms while large groups are in the auditorium, the building utilization will remain the same. But the enterprising principal will soon make some real gains by remodeling one classroom for conference use by three or four conference groups at the same time.

The educator with the new concept of auditorium utilization and guidance is almost in the same situation as the housewife who, when she



DR. WM. H. JOHNSON
New Superintendent of Schools,
Chicago, Illinois.
(See Page 74)

had bought a new rug, saw that eventually nothing less than a new house would match it. The schools of the future will be built more from a functional point of view. It will require considerable experimentation with audio-visual aids and guidance programs before we hazard mistakes in costly building construction. The possibilities of matching the use of teaching aids adapted to very large groups, with guidance techniques for very small groups, are now deserving of careful study. The challenge is to remove some of the "educational lag." Unless it is accepted, we may realize that not all of our "laggards" are classified as students.

A PUPIL'S PROGRESS REPORT

A pupil's period progress report, prepared under the direction of Mr. Ira S. Brinser, supervising principal of the Nether Providence Township Public Schools of Wallingford, Pa., has recently been introduced in the schools. The report is issued prior to the beginning of the period so that parents, pupils, and teachers may have a fundamental viewpoint. At the end of the period a check-up is begun to see what has been accomplished. Each pupil writes a letter home telling of the evaluation of the work. The marks are placed on the report card following an evaluation conference between the teacher and the pupil.

The following is a reproduction of the report card:

ENGLISH GRADES FIVE AND SIX	
Progress report of	Improvement Suggestions
Progress report of in English	
I. Growth in Habits and Attitudes	
1. Health habits and posture.	
2. Works, plays, and studies well in a group.	
3. Neatness and accuracy in schoolwork.	
4. Knows when a lesson or a school duty is completed.	
5. Is careful with personal and school property.	
6. Is self-directive and self-reliant.	
7. Citizenship in the classroom, homeroom, and school.	
8. Cheerfulness.	
II. Growth in Interests and Activities	
1. Drawings.	
2. Special activities for book week.	
3. Making posters.	
4. Book reports.	
5. Contributes to individual and group projects and activities.	
6. Other phases of excellence.	
III. Growth in Work Covered During the Second Period.	
Grade Five	
1. Arranging words in sentences.	
2. Building sentences.	
3. Making sentences meaningful.	
4. Understanding the paragraph.	
5. Writing a paragraph.	
Grade Six	
1. Building sentences.	
2. Using helping words.	
3. Finding the skeleton of sentences.	
4. Clothing the skeleton with modifiers.	
IV. Growth in Spelling and Dictation	
Days Present.....	Days Absent.....
Times Tardy.....	
To Parents:	

(Concluded on Page 80)

¹New York, N. Y.

²Morphet, Edgar L., *The Measurement and Interpretation of School Building Utilization*, Bureau of Publications, Teachers College, Columbia University, New York, N. Y., 1927.

³Devereux, Frederick L., *The Educational Talking Picture*, The University of Chicago Press, Chicago, Ill., 1933.

THE AMERICAN School Board Journal

EDITORS:



WM. GEO. BRUCE

WM. C. BRUCE

School Administration and City Mayor Control

WHEREVER boards of education in the larger cities have come into disrepute in recent years, it is because they have resorted to unwarranted political practices. And practically the only cities where this has occurred have been those in which the mayor has exercised a large measure of control power to appoint the board members and where the city council has had some authority over the school budget, the erection of school buildings, and the management of the school plant.

Rare indeed have been the mayors who have not considered the appointment of school-board members as a direct or indirect means of controlling the school system. It is true that able and well-intentioned mayors have sought the welfare of the schools, but in altogether too many instances, deplorable situations have been created. The Chicago experience is still a matter of comparatively recent history. Here, the board of education came under the absolute control of the mayor and the city council, and scandal upon scandal followed. Even now the blight of city-hall interference is upon the Chicago schools, and the prospect for the immediate future does not promise a vigorous, independent school system.

For many decades, New York City, which also creates its board of education through mayoralty appointments, was not only free from scandal but enjoyed a clean and efficient administration of its schools. This was due to the fact that the several mayors, who served since the creation of the larger city, held to a "hands off the schools" policy. Citizens of high standing were appointed members of the board of education, were told to go ahead and manage the school system to the best of their ability, and were allowed to exercise their independent judgment in doing so. The result was that outstanding achievements were recorded in the organization of the schools, in the development of an enlarged school service, and in general economy of school construction and management.

Things have transpired, however, since the election of Mayor La Guardia as chief executive of the city that do not look so promising. Every appointment made, as interpreted by the public press, points to the fact that the mayor is aiming at a complete change in the board-of-education personnel and the absolute control of the school system by his political organization.

In some of the Massachusetts cities, where the mayor is an *ex officio* member of the board of education, frequent embarrassing situations have been created. In more than one instance, an arrogant mayor has acted as the overlord of the school committee and of the superintendent, has criticized their policies and practices, and has sought to humiliate them in the eyes of the public.

If the modern board of education must have a guide and guardian in the person of a city's mayor, in order that its deliberations and activities may conserve the cause of popular education, then the present system is all wrong, and the administration of the schools should be transferred to mayors and city councils.

But experience has demonstrated that the interference of city officials in the administration of a school system has proved harmful rather than helpful. This fact will some day become clear to the lawmakers who will realize that there must be an absolute separation between the board of education and the general city administration if the most satisfactory results are to be achieved. The voting public is the best judge as to the quality and efficiency of a school-administrative body.

Sacrifice in the Superintendency Service

SOME years ago Edwin G. Cooley, a young and vigorous schoolmaster, was chosen superintendent of the Chicago schools. A reform board of education, composed of high-minded citizens, had cast about for an educator to guide the school system, and found in a small town a superintendent who measured up to the high standards which had been set. He was both a physical and intellectual giant and of attractive personality.

The oddity of the situation was that the board of education clothed the new superintendent with the widest possible latitude of authority. He was granted the power of initiative in all matters of a professional nature. The appointment of teachers, the formulation of a course of study, and the adoption of textbooks in the initiatory stages were within his control. None of his predecessors had ever been invested with the range of authority which was placed in his hands. No school superintendent could have contemplated a more promising situation and one designed to be followed by greater achievement.

"Cooley, they have conferred too much authority upon you," remarked a friend. "When the political clouds once burst and descend upon you, you will be the first victim. The more power you possess the quicker and more complete will be your destruction."

Here was a prophecy which proved only too true. Cooley battled with a remarkable heroism against the forces that beset him on all sides. The political storm clouds burst over him with a terrific impact. He stood for the prestige, integrity, and efficiency of the school system and fought to the last ditch in its defense. But even a superman could not survive. At the end of a few years he surrendered, broken in health and spirits. He became a martyr to his calling.

The recent passing of William J. Bogan, who served as superintendent of the Chicago schools during the past few years, brings to mind the story of his predecessors, Edwin G. Cooley, Ella Flagg Young, Charles E. Chadsey, and William McAndrew. All of these left a brilliant record behind them. But their tenure of office was comparatively brief. They rendered a heroic service to the cause of popular education.

A Chicago editor enumerates the foregoing names, adds the name of the late William J. Bogan and then says: "Is the tradition of capacity and loyalty for which they stood to be perpetuated? Or is it to be sacrificed upon the unholy altar of spoils politics?"

School Superintendents versus College Professors

A WRITER recently pointed to the fact that the college professor makes a greater contribution to the educational literature of his time than does the school superintendent. He also intimated that the former made a deeper study of school-administrative problems than did the latter.

This may all be true. At the same time, it may also be said that the college professor outside of his classroom labors is expected to devote time to original research while the school superintendent is in the official harness from morning until night. The latter is surrounded by multifarious duties which limit the time he can devote to creative literary effort.

The average college professor is expected to contribute something to the general knowledge on given subjects, and discover and advance the new techniques growing out of his studies. The results of these labors necessarily find expression in the writing of a book or a magazine article. Thus, he may appear before the public as an author or lecturer with greater frequency than does the school superintendent.

While the college professor is a theorist, the school superintendent is a realist; the one is a philosopher while the other grapples with immediate situations and problems of his calling. The one can dramatize his ideas and notions on the subject of school administration, while the other must travel along routes which are hemmed in by legal limitations, financial considerations, and the exigencies of a strenuous day's work.

In drawing a comparison between the college professor and the

school administrator, it cannot be contended that the latter is making less of a contribution to the cause of popular education than the former. The one may be a continuous producer in the field of school-administrative service while the other may be spasmodic and occasional in his offerings to the educational literature of his time. Surely both fill a place in the scheme of things and in the field of popular education.

Legal Procedure in School Administration

WHEN the vast amount of school litigation which finds its way into the courts of the land is contemplated, it leads one to the conclusion that either the laws are not clear, or that boards of education are given to hasty and ill-considered action. The litigation which has come to the surface during the past year relating to dismissals develops that the aggrieved superintendents and teachers have in many instances won the court battles in which they have engaged.

The following may be cited as a case: A superintendent is peremptorily dismissed. He is under contract with the board of education for one, two, or three years more and sues in the courts either for reinstatement or bides his time and sues for his salary when due. In the State of Indiana, a court recently compelled the reinstatement of such a superintendent. In several other states the courts compelled the boards of education to pay the salaries of the dismissed superintendents for the period of the contract.

The real embarrassment arises where the board has been compelled to pay two salaries, namely, one to the ousted superintendent and the other to the incumbent. An awkward situation, too, arises where a superintendent or a principal has been dismissed and the court orders his reinstatement. This needs no discussion. Teachers, too, have been reinstated by court order.

But not all dismissals are followed by court action. In several instances where school superintendents, principals, or teachers were dropped from the payroll there followed protest meetings, strikes, and other disturbances. School authorities in several instances found themselves compelled to re-employ those who had formally been dropped.

These cases lead to the conclusion that somewhere in the deliberations of the board of education some pertinent considerations had been overlooked. While the board may have been entirely in the right as to the wisdom of dropping this or that person from the payroll, it still remained that legal considerations had to be reckoned with, or that public sentiment and the welfare of the professional factors could not be entirely ignored.

It is, therefore, necessary that the legal considerations involved be thoroughly digested before final action is taken. Blunders made in entering upon dismissals are not only embarrassing but expensive as well.

The Nonprofessional Workers in a School System

I

THE professional workers who seek employment in a school system must measure up to certain educational qualifications, attested to in teaching certificates and academic degrees. The selection and appointment of such workers is subject to certain rules expressing well-considered policies of education and of school efficiency. The superintendent nominates; the school board appoints.

The employment of a secretary, a business manager, a superintendent of school buildings, an auditor, or a purchasing agent, however, does not involve the exaction of proofs of scholastic attainment, nor is the candidate subject to any well-defined methods of selection. The character and personality of the applicant, the evidence of some business training or experience, local prestige and connections, may determine the choice. No one would think of going very far outside the confines of the community to secure the services sought for. Local talent is usually employed.

Here it may be in place to point to the fact that, since the appointment of the nonprofessional executives and department chiefs is not subject to fixed standards of scholastic attainment and training, the choice may hinge entirely upon local pull and political influ-

ence. This may not mean that the least competent wins the plum, or that unwise appointments always follow.

The board of education that seeks to place its business affairs in competent hands is not likely to yield to personal pull, but will, like any business corporation, fill its executive and chief clerical positions with those likely to possess the necessary fitness, character, and experience. Any failure to observe this policy in choosing a school business personnel will soon become apparent, and will react upon those responsible for the same. The incompetent will soon reveal their shortcomings and will protect their jobs for a time only.

To hold, however, that because the nonprofessional workers of a school system are not chosen under an established method or fixed rules, their services are less important, is extremely fallacious. Nor can it be argued that greater care in making selections need not be practiced. In fact, no executive position should be filled unless the applicant measures up to the highest standards of character and efficiency.

In any discussion on the school workers who stand outside of the professional teaching corps, there comes the thought that, if the public service as such is to attain higher standards, these workers must be regarded as entering the school service for a life's career. Standards of admission to such service should be established and a reasonable security of tenure and an adequate compensation must be provided.

Educators and statesmen have in recent years urged the specific training of young men and women for the public service. Some institutions of learning are providing courses designed to train in secretarial and executive work, particularly for the diplomatic and departmental government offices. All this is in recognition of the fact that there has been something haphazard and uncertain in recruiting the staffs of the government offices, federal and state as well as local.

There can be no question that in any movement to improve and strengthen the administration of public affairs through enhanced efficiency of those employed in them, educators in charge of state and city school systems are vitally concerned. Not only should the school system as such be models in rendering high-class service, but they should make contribution to the high character and standards of the public service.

Welcome the New School-Board Member!

THIS is the season of the year when school elections have been held and new faces are seen at the board-of-education meetings. The new member who finds himself elevated into a position of honor and trust may view his environment in an alert and expectant frame of mind.

If he is wise and circumspect he will begin by becoming a good listener rather than a ready talker. He will seek to inform himself on the ins and outs of his job before venturing upon definite lines of departure and action. A school system is the creation of many minds and many years. Radical reforms, as a rule, are not in order. Evolution, rather than revolution, is the order of procedure which applies with particular force to school-administrative progress.

The member of a board of education who desires to equip himself for the task intrusted to him will first of all familiarize himself with the school system which he represents, keep himself informed on what the school administrators elsewhere are doing, and turn to such helpful literature as may be at his command.

By keeping abreast with the progress of his time, and securing a thorough grasp of the best thoughts and methods evolved in the field of school administration, he will secure a better perspective of the home situation, and a readier solution of the problems which may confront him.

It is not claiming too much to say that the SCHOOL BOARD JOURNAL has proved a serviceable guide in equipping new school-board members for their task.

* * *

In the New Deal education has received the crumbs that could be spared from the permanent emergency relief. And the politicians have not failed to share the crumbs.

Some Types of Problems with which Students Need Guidance

John P. Treacy*

In a former article the writer analyzed the basic reasons for the recent emphasis on guidance.¹ The differences among individuals, the complexity of modern society, and current evidences of a lack of guidance in the past were suggested as possible explanations of the recent guidance movement. The purpose of this article is to indicate certain problems which modern students must face. These problems are among those which education in general and guidance in particular should help students in solving. No attempt is made to indicate in detail just how this help should be given. If an intelligent teacher or administrator is conscious of a problem, he can usually find a means for solving it.

Guidance in interpreting success. Students hear and read much about success and the part that it plays in happiness. Do they properly interpret the meaning of that word *success*? More specifically, do they consider all of the factors which should be considered when judging vocational or educational success? An excerpt from a recent radio address illustrates the narrower and the broader interpretation of vocational success:

We have arrived at the time when we must re-examine vocational success in the light of what has happened to men and groups from whom youth learned many false notions of success. We must re-emphasize its true meanings.

We acquired a somewhat distorted picture of success particularly during the years from 1919 to 1929. None of us were immune. Books of inspiration written for young people and even school textbooks too often held up as ideals certain men of power and wealth—captains of industry—the empire builders—upon whom youth was expected to pattern itself. Far too often, as I heard one man say not so very long ago, we found that these same captains were, after all, only corporals, and, in many cases, very poor ones. Yet, from these, we somehow expected, miraculously, to learn the correct formula. No sensible person who has witnessed the swift change in their fortunes will venture to say that all of them were vocationally successful. . . .

Let us summarize the elements that make up vocational success. First, the worker possesses a *desirable personal character*. This is so important that employers of today consider it the most important qualification for any kind of work whatsoever. Second, his *work is useful to society*. It fills a needful service in an interdependent social order. Third, he is *fit for his work*. The work is of such a nature that his natural abilities are called into play on the job. Fourth, he makes a *decent living*. In one sentence, these four elements may be summarized as follows: vocational success is *happiness in worth-while work*.²

What Is Educational Success?

Broadly speaking, a person is an educational success when he is achieving according to his ability in the school environment best suited to his abilities, his interests, and his future needs. Is this the interpretation of educational success commonly held by students? Or do they, and their parents too, look upon educational success wholly in terms of marks which give little indication as to the appropriateness of the subjects taken, or of the degree to which the student is utilizing his potentialities?

Upon a student's interpretation of success depends his immediate and ultimate goals. Teachers, counselors, and administrators might well examine the typical student mind on this matter. The need for helping students to formulate a sound conception of relative values

and of individual responsibilities would probably result.

Guidance in desiring and hoping for success. The need for seeking success, properly interpreted, is so obvious to adults that they are likely to assume that adolescents also see this need, and that motivation in this direction is superfluous. Closer observation will reveal, however, that many adolescents allow the exuberance of youth to blind them to the facts that there is a future, and that happiness now and in the future is greatly influenced by the extent to which one sets and attains goals appropriate to his abilities and his interests.

Mental hygienists tell us that a spirit of victory is essential for effective learning and mental health. The present outlook is not particularly conducive to this spirit. According to Koos:

Almost uniformly, smaller proportions of graduates of recent years are in attendance at colleges and other higher institutions the year following completion of their high-school courses and much larger proportions than formerly of the remaining graduates are unemployed. To make matters worse, the occupations in which the graduates are employed are typically less satisfactory and not of a kind in which the graduate will want to remain or which offer him opportunities for advancement or training. The chances are slight that a present-day graduate who has had specialized training during high-school years and who finds employment will find it within his field of specialization.

We are disposed to pity the man of advanced years who, having lost the savings of a life-time in the wreckage of the depression, faces the future with empty hands. He is deserving of pity. We are less moved by the predicament of youth, prepared for and willing to work, but prevented by the condition of the times from doing so. And yet the plight of youth may quite properly be regarded as no less critical than that of the older person.³

Mental hygienists also tell us that facing reality is essential to mental health. How can youth face reality as described by Koos, and is evident from other information, and still reflect a spirit of victory?

Some Approaches to the Problem

Although the purpose of this article is to indicate problems and not to solve them, the following approaches may be suggestive:

1. There are, even now, some fields of work in which there is a shortage of really qualified workers.

2. There are fields of work in which there threatens to be a shortage of qualified workers in the near future.

3. The demand for workers is not a static thing, directly proportionate to the size of our population. An increased standard of living, or a more equitable distribution of purchasing power, or changed hours of work may radically change the number of workers needed in the future.

4. An adequate interpretation of success, and of relative values in general, should modify the amount of financial return formerly associated with success.

5. Youth of many periods in the past have looked at their surroundings, and have wondered skeptically about the possibility of niches in the future occupational world. The skepticism of some was justified by later events. But many were pleasantly surprised in their later lives by a changed economic situation, brought on by new discoveries, new inventions,

and the like. Are we no longer susceptible to such changes?

Guidance in analyzing themselves. Guidance, as commonly understood in America, is not prescription; it leads to self-guidance. The individual himself is ultimately responsible for his choices. Intelligent choosing necessitates a knowledge of oneself and of the opportunities from which he must choose. The student needs guidance in answering for himself such questions as these: How does my ability compare with that of the average person? Have I any special abilities which offer possibilities of development? What are my greatest interests, and are they really interests or just passing fancies? What are my physical characteristics? My emotional characteristics? What unusual character traits do I have? These are difficult questions, which cannot be answered completely by anyone. But a student can make progress in answering them, particularly if he is given intelligent assistance by one who is skilled in the studying of individuals.

Guidance in analyzing opportunities. The surroundings of the modern student are so complex that to expect him to evaluate them unaided is to expect the impossible. In fact, few guidance specialists are so pansophically inclined as to venture infallible answers to all of the following questions: Which occupations will offer the best opportunities for properly trained individuals ten years hence? Which occupations will gain in social prestige during the next ten years? Where is the best place to train for aviation? for law? for each of the other occupations? What are the qualifications most needed for success in each of the major occupations? How will requirements change within the next few years? Specifically, what are the educational opportunities in the local situation? What materials are helpful in answering such questions? What principles should be followed? Similar problems could be raised with respect to other opportunities.

Avoiding False Guidance

Guidance in planning scientifically. The fact that a student has adequate information about himself and his opportunities does not guarantee that he will use his information wisely. There are in the environment of most students forces which tend to divert him from sound principles of choice. It may be an unwarranted desire to follow in the footsteps of a friend or relative. It may be a mistaken notion about what acquaintances will think of him. It may be a desire to satisfy the ambitions of a friend or relative. It may be the influence of some high-pressure advocate of this or that occupation or institution. It may be some pseudo-scientific individual who offers a short cut to the making of one's plans. (One of the writer's students recently admitted that she had paid \$25 for a "character reading" and some vocational advice based on a book which is not even listed in real guidance literature.) It may be a faulty interpretation of success. It may be an attitude that a choice once made must not be changed. Constant vigilance is needed to keep students to the essentials of intelligent choosing: (1) a careful consideration of what success is; (2) a careful study of one's abilities and interests; (3) a careful study of one's opportunities; and (4) the elimination of such factors as bias, expediency, and questionable principles and methods in the making of the final decision.

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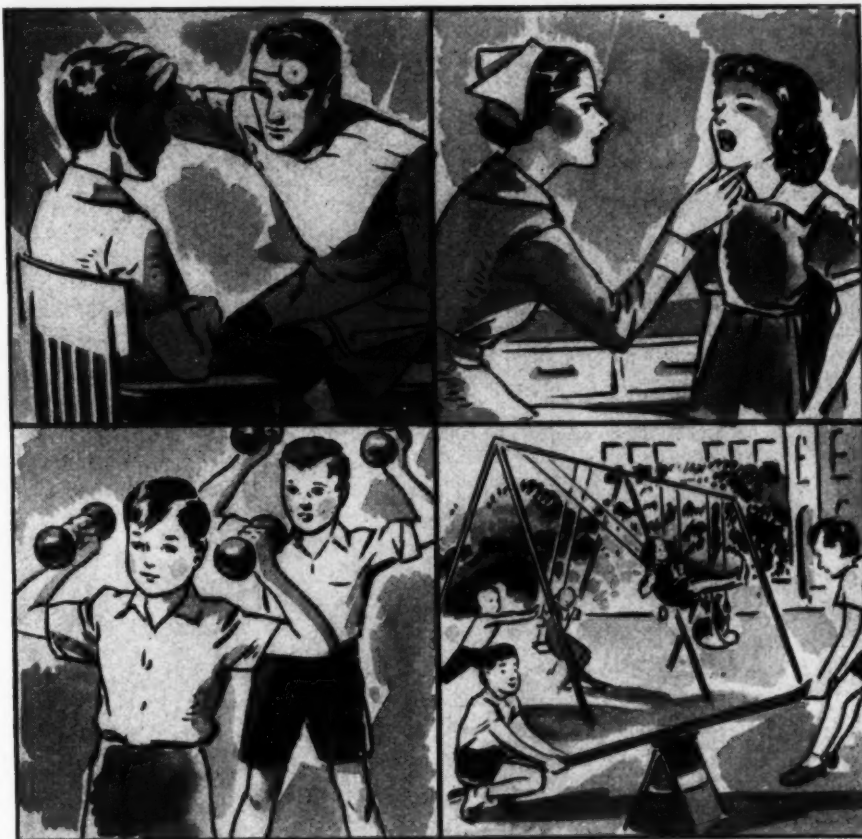
*Professor of Education, Marquette University.

¹SCHOOL BOARD JOURNAL, March, 1936.

²L. N. Recktenwald, "What Is Vocational Success?" Radio Address, WHAD, April, 1934.

³Leonard V. Koos, "The Plight of Youth—One Way Out." *Trained Men*, 16:12-14, March, 1936.

MINUTES of this LONG, LONG HOURS of this



Why should long hours spent in antiquated, ill-designed seats . . . with vital organs cramped and their functioning retarded, eyes strained, health principles violated . . . be permitted to counteract the effects of a fine school health program?

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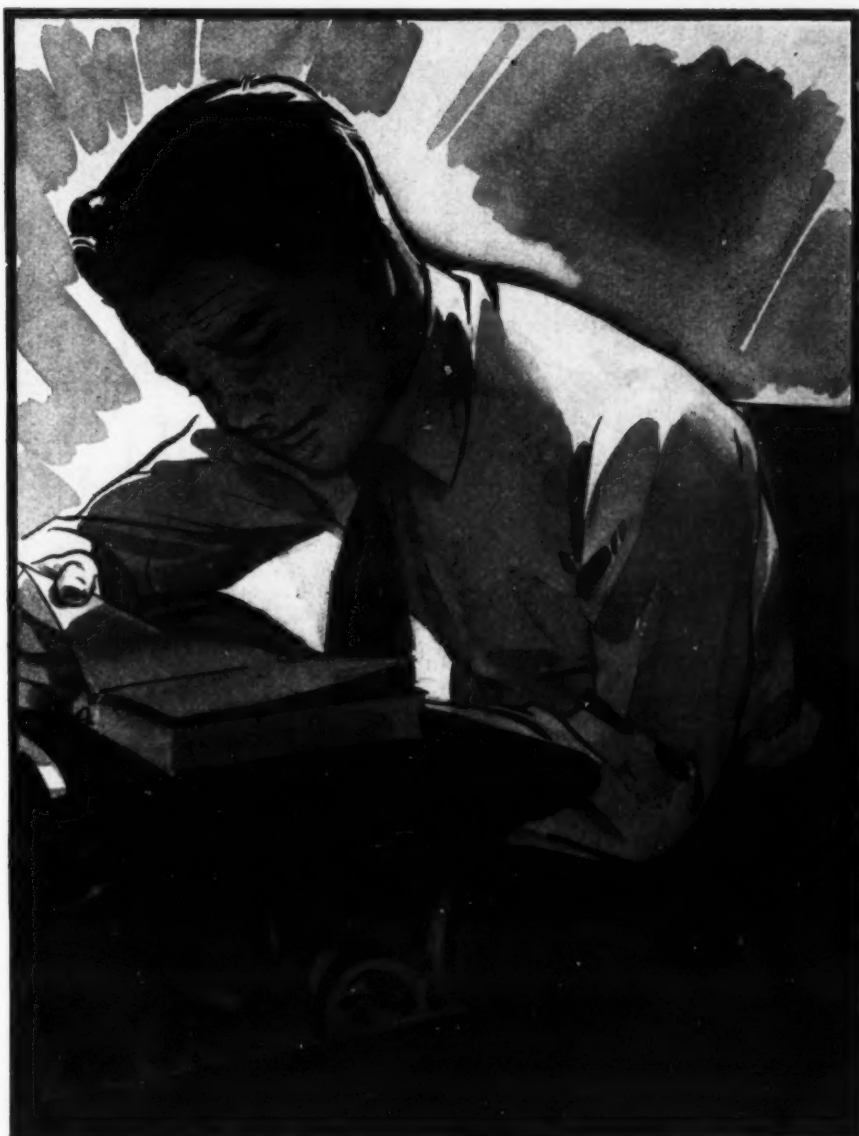
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School Administration in Action

HOW A CITY SCHOOL SYSTEM CONDUCTED A CO-OPERATIVE VOCATIONAL PROGRAM

The city school board of Jacksonville, Florida, like many others throughout the country, had been forced until recently to face the general criticism that students who completed twelve years of educational experience were actually unable to secure and perform successfully any work. While the public high schools offered courses in manual arts, a few of the trades, and commercial subjects, few of these students were adequately prepared for employment. Surveys showed that more than 60 per cent of the high-school graduates entered or attempted to enter various occupations shortly after graduation. During the depression period, this was, of course, exceedingly difficult. When graduates were successful in obtaining work, it was usually at a very low wage. The average student was under a serious handicap, and he entered employment as a liability, rather than an asset, to himself and to his employer.

In 1933, a co-operative vocational education plan was formulated by Mr. R. C. Marshall, superintendent of schools, Mr. Robert D. Dolley, director of vocational education, and the board of education, consisting of Dr. C. C. Collins, Miss Margaret G. Weed, Mr. Brown Whatley, Mr. Percy Thomas, and Mr. T. C. Nicols. The program provided an arrangement with employers, parents, and students whereby the latter were placed in various training agencies co-operating with the schools.

Under the co-operative vocational program, the student was required to spend four periods each day in school, receiving instruction of from one to two periods in technical subject matter related to his work, and from two to three periods of regular academic subjects, required of high-school juniors and seniors for graduation. Upon the completion of two years of co-operative training, a high-school diploma was issued. It was planned to give the co-operative

student a definite vocational training in some selected, specific occupation, to offer a high-school diploma, and still not limit the formal educational program in case the student should desire to enter college. The details of the plan were worked out by Mr. Robert D. Dolley, director of vocational education, and his technicians, with the co-operation of the State Department of Education, the Florida State Board of Vocational Education, and the U. S. Office of Education.

The program of co-operative vocational education has been in daily operation in Jacksonville for a period of three years, and during this period has successfully passed the probationary period of pioneering and experimentation. During this period, 95 per cent of the students enrolled under the plan in the various high schools of the city, have been immediately employed upon graduation from high school, at very satisfactory wages, with definite opportunities for promotion. The plan, it is believed, has met the acid test of the employers' group and has been endorsed as the most successful effort in this direction thus far attempted. It is the feeling of the school authorities that the innovation has proved a worthwhile contribution to the field of secondary-school training and guidance.

THE ANNUAL INSPECTION OF SCHOOL BUILDINGS

The members of the board of education at Ottumwa, Iowa, regularly each year, devote an entire day to an inspection of the buildings comprising the school plant. The members visit each of the fourteen schools in committees of three, meet with the principals, teachers, and custodians, and make notes of physical needs as they find them. Under the plan, a definite program is worked out, with a schedule for arriving at and leaving each of the buildings. The program begins at 8:30 in the morning, allows a half hour at each building, and ends with the visit to the last school late in the afternoon of the same day.

At each building, the committee of three studies the recommendations of the superintendent of school buildings and those of the principal concerning actual needs of each building. This plan of making actual contacts with the various departments of all the buildings enables the board to better judge and pass upon individual and general improvement programs later on when these matters come up for consideration.

While not all of the recommendations are approved by the board when taken up at the regular meeting, they are considered and passed upon by the various committees, and the reports are later turned in at the meeting of the board. A typical list of the recommendations for a single school is the following:

Mr. Stocker (Superintendent of Buildings)	
1. Weather stripping	\$275
2. Maple floor in primary room	200
3. Painting fire escapes	
4. Refinishing entrances	60
Miss Empie (Principal)	
Cupboard in primary room	
Forty chairs for Miss Ray's room	
Linoleum in office	
Cabinets for teachers	
Refinishing desks	

MUSCATINE BOARD CHANGES POLICIES

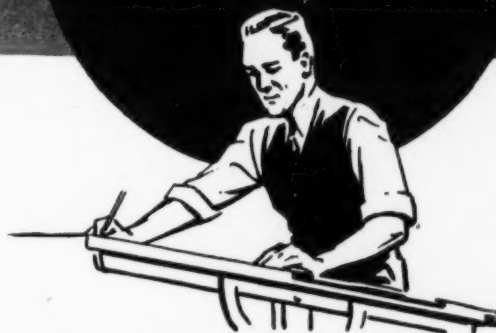
The newly elected school board, of Muscatine, Iowa, under a plan recently approved by the board, will operate without standing committees and without the assignment of individual directors to supervise the respective buildings of the city. In contrast to the plan followed during the year 1935-36, the organization will carry on all of its business before the whole board, either meeting in regular session as a board or as a full committee. The board will act as a legislative body and all of its committee actions will be presented to itself as a board for approval. The plan was suggested by Mr. Ray Dunker, president of the board, and won the approval of the members.

Under the new setup, requests for supplies and repairs will be made through the superintendent's office, who will in turn present the matters to the full board. Requisition books, previously issued to directors, will be passed. A plan whereby all work, including minor jobs as well, will be distributed among as many persons qualified as possible, was proposed. The superintendent of schools will be given broader authority, supervising the school properties as well as the teach-

(Concluded on Page 50)

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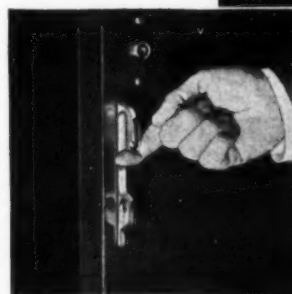
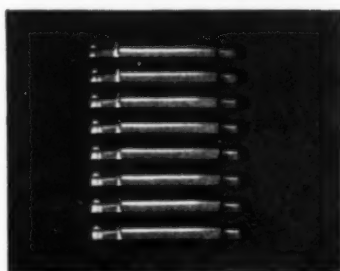
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(Concluded from page 48)

ing staff. Instead of one director supervising each school building, the full board will act in a supervisory capacity for all buildings. The plan will insure adequate attention for each building and calls for regular inspections of buildings.

COMMUNITY CENTERS IN FAIRCHILD, CONNECTICUT

James A. Scott

Community centers in Fairfield have been in existence over a period of six months, so that a brief story of their operation and setup is now possible. The State Board of Education at Hartford made a survey in other states and its findings disclosed a popular demand when conducted on sound principles. A program was formulated, which combined the elements of information and recreation. A staff of lecturers was engaged, former "white collar" workers on WPA projects were drawn into the center service, and a brief period of intensive training was given in New Haven. The lectures comprised instruction in handicrafts, wood carving, model sculpturing, needlework, rug weaving, first aid, economics, group discussions, dramatics, dancing, and athletic indoor and outdoor games. A varied and spirited curriculum was set up—one that would tend to lessen the nervous strain of the tired business man and woman.

Following the completion of the training period, the instructors were ready to broadcast what they had learned at the New Haven lectures. No building was available for the purpose, but the board of education generously offered the use of the public schools.

Following the close of the regular session of school at 3:30 in the afternoon, the community-center instructor takes charge until 6 o'clock. Evening classes for high-school students and adults are conducted from 7 until 10 o'clock. Among the most popular classes offered have been those of knitting, rug weaving, basketball, wrestling, and dancing.

First aid has also been a popular course. Each member of the class is required to show his or her skill with bandages, splints, tourniquet, etc. More than 300 members have been enrolled in this class for the purpose of obtaining Red Cross certificates.

The classes are grouped according to age and are held at different periods of the evening. The same

instructor also handles the stamp-collection club in each of the seven centers, visiting each periodically. The opportunity and kindergarten rooms are used for games such as bridge, checkers, chess, bingo (without the usual gambling features), and other parlor games. Libraries have also been opened. Books, magazines, and other reading matter are donated by interested citizens of the community who are appreciative of the work being done in the centers.

Each of the centers operates a varied program, with a dance or a motion picture once a week. The orchestra, made up of members of the center, furnishes the music on these occasions.

Under the schedule, each center is operated five and a half days a week, and each is in charge of an assistant supervisor, who is responsible to the chief supervisor for the smooth running of the entire program. A daily written report of attendance, activities, and other matters related to the work is given to the chief supervisor, who visits each community center both afternoon and evening. Regular tournaments in seasonable athletic games are conducted three times each week.

It should be mentioned that these centers have been a strong factor in reducing juvenile delinquency problems. While no specific figures are available, the principals in the regular schools have indicated that there has been a perceptible decrease, and that the work offered in the centers has been in large measure responsible for the situation.

The formative and initial period of the project, from September to December, was financed by the state through the aid of EEP funds. Later the Federal Government assumed charge, transferring the financing to WPA control. The centers are directed from the main office in Hartford, in conjunction with the authority of the local superintendent of schools and the board of education.

The Fairfield setup is considered one of the most efficient in the state and is one that may well become a permanent asset in the civic life of the community.

EXPERIMENTING WITH LIGHTING DEVICES

The school authorities of Fair Lawn, Bergen County, New Jersey, under the direction of Frederick Brunswick, supervising principal, have made a study of the efficiency of lighting in the schools.

"Classrooms have been planned so that all possible glare might be eliminated. The ceilings and sidewalls are finished in flat-toned paints of the best light-re-

flecting qualities, such as white, oyster, and light cream. The upper sidewalls have flat colors of a slightly deeper tone, soft sea-green, light apple-green, or other cool shades on the southern exposures; light buff, sand, beige on the walls of northern exposures. This provides contrasts within the building, and gives psychologically correct colors. Effects are easy on the eyes and soothing to the mental processes."

It was brought to the attention of Mr. Brunswick that "in a private school in New York City, it was found that excellent use of color had been made. Canary yellows, salmons, pinks, gay-greens were used in different classrooms. Their variety gave atmosphere to the age-group children using the rooms, and gave desired results whether it meant quietness, play, group discussion, or dramatization. This proved that color played an important part in establishing the correct mental attitude on the part of the children, regardless of age-groups or tasks assigned."

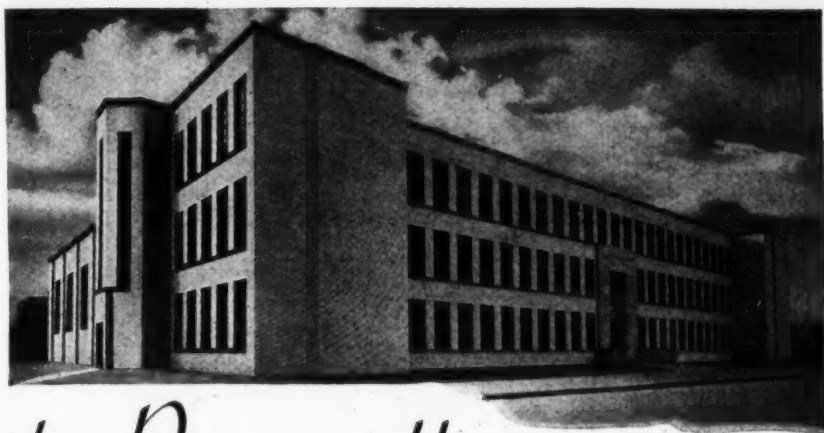
Mr. Brunswick states that he and his associates have been experimenting with the "electric eye" which operates the automatic switching device without the attention of anyone except the custodian. In brief, when the natural light falls, the artificial light functions. Thus the children are at all times assured of sufficient light regardless of how watchful the teacher may or may not be.

UTILIZING SCHOOL MAGAZINES

Mr. Emmet Z. Wright, a custodian at the Ball State Teachers College, Muncie, Ind., has developed a useful reference file of magazine articles pertaining to building operation and maintenance. This file has been developed because of the frequent necessity for referring to articles containing specific information on principles and techniques of cleaning, repair, etc.

The key to the file is a series of 3 by 5 in. cards listing specifically (a) the subject, (b) the author, (c) the title of the magazine, bulletin, or book, (d) the issue, by month, year, and page, (e) the file, where kept, (f) significant paragraph headings of the article, and (g) typed articles.

Mr. Wright has access to the Teachers College library and bound copies of magazines as well as books which he has not been able to purchase, are found on the shelves of the library. The bulk of his material, however, he has carefully filed and classified in his home library where it is immediately accessible. The plan makes available thousands of facts, formulas, and suggestions.



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School Board News

ILLINOIS SCHOOL BOARDS HOLD REGIONAL CONFERENCES

School boards in a number of communities in Illinois held regional conferences during the month of March for the discussion of problems relating to the management of the schools. Conferences were held in Belleville, Alton, Mt. Vernon, and Marion, when the members discussed problems concerning school legislation and the financing of the schools. Plans were outlined for the solution of the financial problem facing the schools of the state.

MICHIGAN SCHOOL-BOARD MEMBERS MEET IN DETROIT

The Michigan Association of School-Board Members held its annual meeting March 26, in the Statler Hotel, Detroit, Mich. Approximately 300 members were in attendance.

The morning session opened with a talk by Prof. A. B. Moehlman, of Ann Arbor, on the subject, "The Outlook on Problems Facing the Schools of Michigan," in which he reviewed the more pressing problems concerning capital outlay, school expenditures, school support, salary schedules, tenure, and the proposed enlargement of the state board of education.

At the noon luncheon meeting, Dr. Eugene B. Elliott, State Superintendent of Public Instruction, brought greetings from the state department. Dr. Wynand Wickers, of Hope College, who followed, gave a report on the Michigan Advisory Planning Commission, in which he outlined its plans and purposes.

At the afternoon session, Mr. John R. Emens, of the state education department, talked on "Teacher Certification." He was followed by Dr. Lee M. Thurston, Deputy State Superintendent, who discussed "Curriculum Activity." The last speaker, Dr. Albert J. Phillips, acting executive secretary of the state teachers' association, talked on "The Michigan Association and Its Program," in which he gave a presentation of vital problems affecting education and educators in Michigan today.

The Association elected the following new officers for the year: President, Mr. Otis A. Earl, Kalamazoo;

vice-president, Mr. G. E. Ganiard, Mt. Pleasant; secretary, Mr. H. C. Daley, Highland Park.

BOARDS OF EDUCATION

♦ Minneapolis, Minn. Steps have been taken to secure an amendment of the city charter, in order to enable the payment of salaries to school-board members. School Director LeSueur in initiating the measure, said: "It is impossible to know what is going on, or have an intelligent opinion on many important things in the time that a member is able to give. I believe the school board ought to be paid so more time may be devoted to school matters. Just a modest salary that will enable them to give two or three days a week, and go into things and consult with the superintendents, and assist them in carrying out their duties."

♦ The board of education at Jersey City, N. J., is facing a difficult task because of a lack of funds. The high schools are overcrowded and it has been impossible to obtain additional funds for the construction of needed additional high-school building space. At the same time, the elementary-school enrollment is dropping. The board of education is planning to return to the eight-four basis of school organization and to drop the junior-high-school program for the present. The junior-high-school buildings are being converted into senior high schools to meet the difficulty, and to provide the necessary space for the growing senior-high-school enrollment. The teachers are still working under a 33½ per cent cut in salary. It is expected that by the first of July, a partial restoration of the salary schedule will be possible.

♦ Mansfield, Ohio. The board of education has suspended the rule against married women teachers in confirming two school appointments of the superintendent of schools, naming married women in both positions. The board members pointed out that while there is a rule against married women, it may be waived in the case of an emergency.

♦ Menasha, Wis. The board of education has been given a total of \$1,900 by the Winnebago county board, as payment of tuition for students attending the Menasha schools whose parents are county-relief charges.

♦ Boonton, N. J. The board of education recently listened to a discussion of the homework problem in the schools. All of the members were agreed that the amount of homework should not be of such a character or extent as to endanger the health of the children. One of the members contended that the homework is unevenly distributed, with a large assign-

ment one day and none another day. The board failed to take any definite action on the problem.

♦ Fort Worth, Tex. The board of education has established a junior employment service in connection with the vocational high school. The new employment bureau is affiliated with the Texas Employment Service and the United States Employment Service and is designed to aid pupils in the vocational high school to obtain positions in business offices.

♦ Butte, Mont. The school board of District No. 1 has voted to employ a full-time teacher for pupils with speech defects for the balance of the school year. The action of the board is in line with a desire to enlarge the present services offered to children of exceptional needs.

♦ Norwood, Ohio. The board of education has begun plans for the establishment of a new co-ordinated purchasing system for the efficient and more economical purchase of supplies. The new system will be started shortly after the removal of the administrative offices to the new location. Purchasing will be done under a competitive-bidding system, and all buying will be concentrated under one department.

♦ Kansas City, Mo. Outside work for teachers and employees of the public schools, during the term of their contracts, has been barred by an order of the board of education. An exception to the rule has been made in the case of teachers who have been engaged in outside work for which they had received permission earlier in the year. The rule was adopted as a solution to a problem which had faced the board for some time.

♦ Covington, Ky. The school board has called for a series of public meetings to discuss the findings of the recent school survey. A review of the survey was recently made by the school-survey sponsoring committee and presented before the board. It is believed the survey and its review will result in a clearer understanding of the public schools.

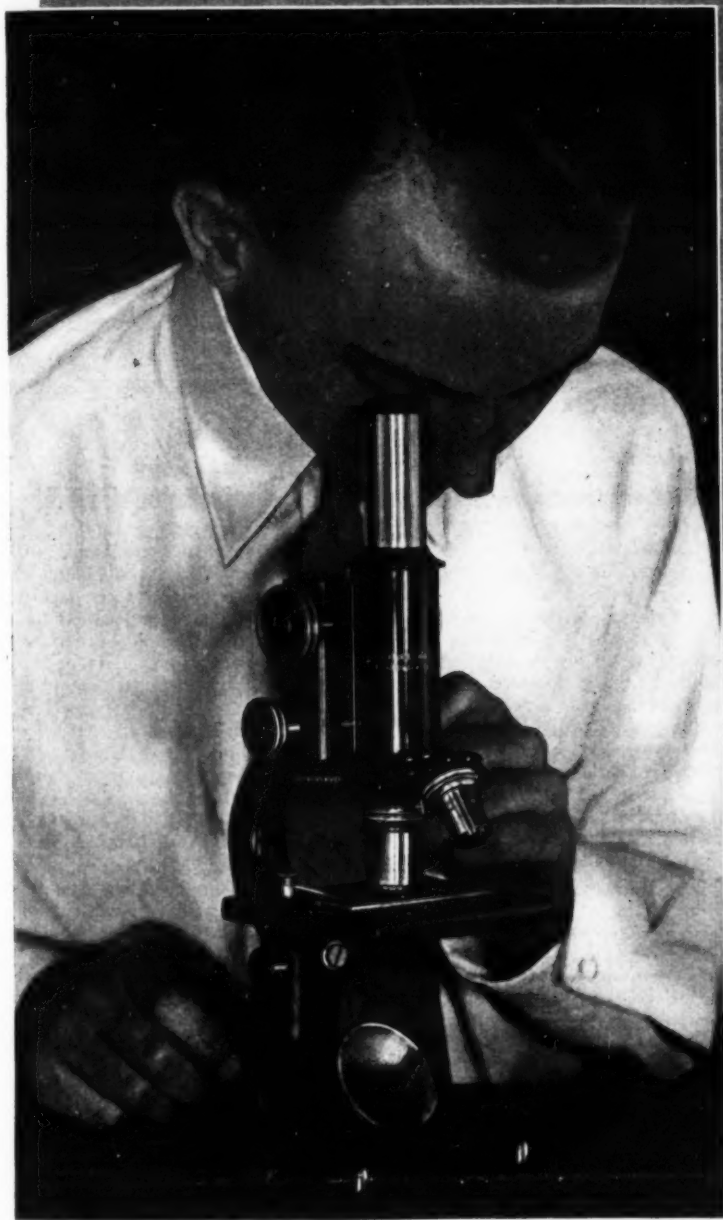
♦ Wausau, Wis. The school board has installed a public-address system in the senior high school.

♦ The Michigan Department of Public Instruction has voted to place temperance facts before all the school children of the state and to let them decide for themselves how they will act on the facts. A new study course has been prepared and placed in the hands of 30,000 teachers of the state.

♦ Cadillac, Mich. A series of lectures on the Constitution of the United States, covering its origin, growth, and importance, has been arranged by the board of education.

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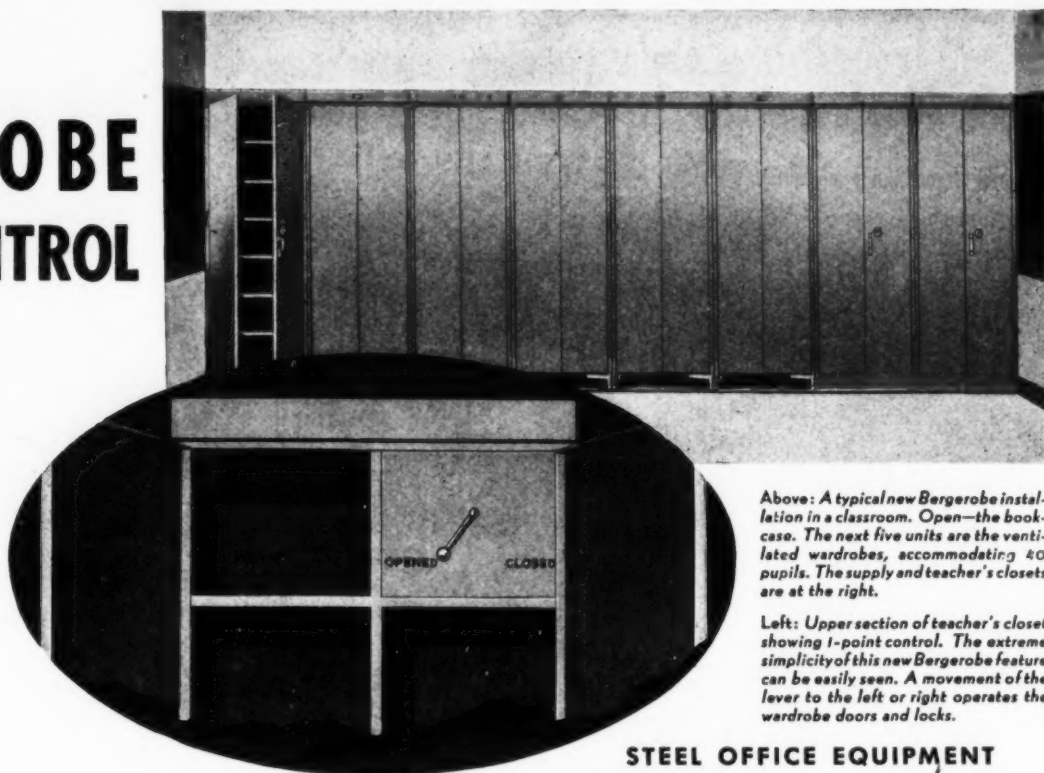
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Teachers and Administration

THE CALIFORNIA TEACHER-TENURE LAW

Since 1911, the teachers of California have been under some form of tenure protection. The 1921 act which safeguarded teachers in schools having seven or more teachers was attacked because of its discriminating provisions. In 1927, while the case was still pending in the Supreme Court, modifications were made in the tenure law.

This law, however, became exceedingly unpopular with the school trustees throughout the state because of their inability to remove incompetent teachers. Hence, further studies were engaged in with the result that in 1935 a number of important changes were made. The present law in the main provides that:

1. An age limit of 65 years is set, after which tenure protection is no longer retained by the teacher. The teacher who has arrived at the age of 65 may be re-elected from year to year at the pleasure of the governing board of the school district. If a teacher is dismissed at the age of 65, certain retirement rights are conferred upon him.

2. No teacher can secure double tenure, although under the old law teachers could attain permanent status in both day-school and night-school positions. The new law permits tenure in only one position.

3. Tenure rights will not be affected by the union, or disunion, or change of boundaries of school districts.

4. In one or more districts governed by the same board of trustees, the transfer of a teacher from the high school to the elementary school or to the junior college, or vice versa, will not affect tenure status.

5. A major change made by the new law is the manner of dismissal of permanent teachers. The trustees will now give notice of dismissal. If the permanent teacher is not willing to accept dismissal, the matter is taken directly to the courts.

If a teacher is to be dismissed for immoral conduct or conviction of a felony or a crime involving moral turpitude, dismissal can be made at any time during the school year.

The causes for dismissal of permanent teachers are specifically set forth as follows: "immoral or unprofes-

sional conduct, commission or aiding or advocating the commission of acts of criminal syndicalism, dishonesty, incompetency, evident unfitness for service, physical or mental condition unfitting the teacher to instruct and/or associate with children, persistent violation of or refusal to obey the school laws of California, or reasonable regulations prescribed for the government of the public schools, by the State Board of Education or prescribed by the governing board of the school district employing said employee, or conviction of a felony or of any crime involving moral turpitude."

These causes give sufficiently wide latitude, it is held by the professional workers, so that any teacher who is not conducting himself in a befitting manner, or who does not obey reasonable rules and regulations, can be dismissed.

TEACHERS AND ADMINISTRATION

♦ Medford, Mass. The board of education has adopted a resolution to enforce a regulation governing the retirement of married women teachers. As a result of its action five married women teachers were asked to submit their resignations. The action of the board is the result of a rule passed in 1928.

♦ Chelsea, Mass. The school board has voted to enforce its rule concerning residence of teachers employed in the schools. As a result of its action, a printing instructor in the high school was asked to move back to the city on or before July 1 in order to retain his position. Another teacher, who maintained his residence in Braintree, was allowed to remain until the end of the year, at which time he may renew his request.

♦ Rock Island, Ill. The board of education has adopted a resolution providing for a single-salary schedule for the teaching staff. Under the new schedule, teachers' salaries will be increased 10 to 12 per cent for the year 1936-37.

♦ Whitman, Mass. The school board has adopted a rule, requiring the retirement of all teachers upon reaching the age of 70.

♦ Dayton, Ohio. The board of education has brought suit against two former teachers because they were married during their service as teachers, and because they did not so notify the board. The board has demanded the return of \$554 and \$125, respectively, from the teachers. Under a rule of the board, the resignation of any female teacher is required following marriage.

♦ The full bench of the State Supreme Court of Massachusetts has rendered a decision that matters of school policy are for the school board to decide and not for the courts, even on the question of whether a teacher has a right to remain on tenure though married. The court held that a teacher's marriage is a "good cause" for her dismissal from the teaching force, within the meaning of the law relative to reasons for the dismissal of a teacher.

As a result of the court's ruling, Clara Rinaldo, a teacher of Revere, Mass., who brought suit to compel the school board of that city to reinstate her as a teacher, has lost her case. Mrs. Rinaldo, who went on tenure in 1930, was married in July, 1935. Subsequently, the school board not only declined to permit her to teach, but dismissed her from the service. In its opinion, the court pointed out that "good cause" as specified by the school law, includes any ground which is put forward by the board in good faith and which is not arbitrary, irrational, unreasonable, or irrelevant, and that Mrs. Rinaldo's marriage was a good cause.

♦ Preston, Idaho. The board of education has approved the adoption of a daily guidance period in the junior and senior high schools. The work will be started with the opening of school in September, 1936, and will be made a part of the training in service for teachers next year.

♦ Greensburg, Pa. The school board has voted to include in its budget for 1936-37, provision for the Edmonds act salary increases for teachers which are to be paid at the beginning of the 1936-37 school term. These increases cover the past two years and were held up under a two-year moratorium.

♦ Mason, Mich. The board of education has approved salary increases ranging from 10 to 20 per cent for the school year 1936-37.

♦ Seymour, Conn. The board of education has approved a restoration of 5 per cent in teachers' salaries for the next school year.

♦ Denville, N. J. The board of education has voted to restore the 10-per-cent salary reductions which were in effect during 1933.

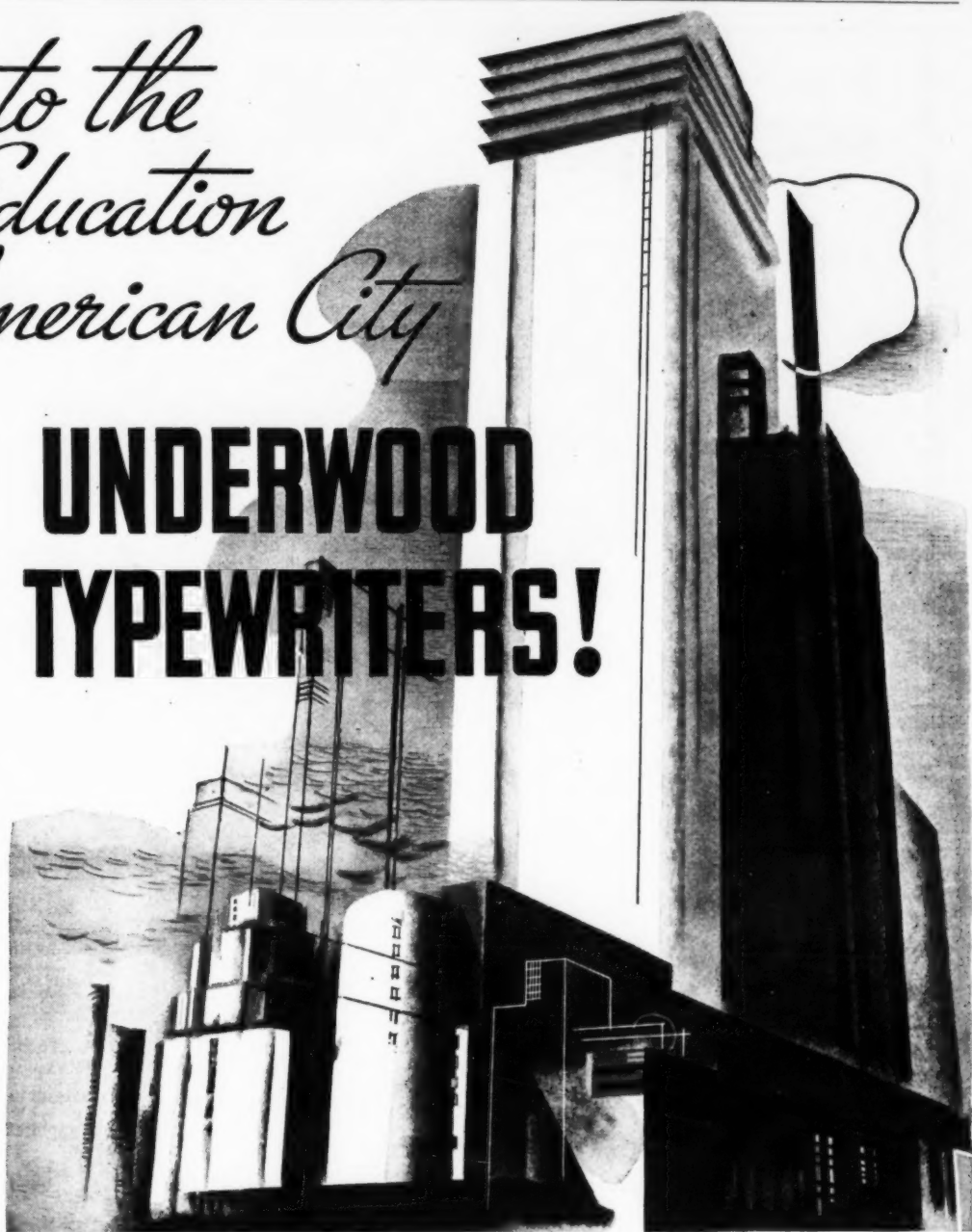
♦ Greenwich, Conn. Members of the teaching staff were given increases of 5 per cent in salary, effective on January 1, 1936.

♦ Milton, Mass. Teachers in the public schools have been given a 5-per-cent increase in salary for the next school year. The increase went into effect April 1, and affects all teachers.

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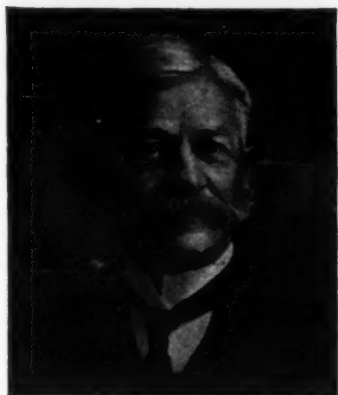
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Teachers' Salaries

SALARY PROBLEM AT CHELSEA, MASSACHUSETTS

A most unusual situation has been in effect in Chelsea, Mass., during the year 1935-36. Thinking that prosperity was on its way, the city officials returned the 15-per-cent salary cuts to all city employees, including teachers, on October 1, 1935, and this will be continued through April, 1936.

In making up the budget for the year 1936-37, however, it was found that in order to keep the tax rate at the normal level, it would be impossible to continue full salaries for the entire year; consequently, all city employees have been asked to make a voluntary contribution of 10 per cent, beginning with the first of May, for the remainder of the fiscal year. It is planned that next year, all city employees will be returned to full salaries.

During the depression period, Chelsea has been more fortunate than some of its neighboring cities, in that no teacher has been dropped on account of the financial situation. No course of study has been eliminated; no reductions have been made on leaves of absence because of illness; and the regular annual increases in salary have been continued in force. It is believed that the city officials have acted wisely in treating all city employees alike, in asking for voluntary contributions in their salaries. Three years ago, contributions of 20 per cent were requested; the next year 15 per cent was asked, and last year 15 per cent up to October 1.

Under the supervision of Supt. Geo. C. Francis special efforts have been made to maintain the education program and offset the depression. The schools have carried on an extensive program of health instruction, with the result that the number of underweight children was greatly reduced. During the last five years, the number of underweight children has been reduced from 11 to 4 per cent. Two fresh-air rooms were maintained for children who needed special care in health; a number of clinics, such as posture and hard of hearing, were conducted; and special arrangements were made for tonsil and adenoid operations. All of the remedial work was carried out with the aid of the local rotary club which gave financial assistance in the case of children who could not afford to pay for the work.

TEACHERS' SALARIES

♦ Kearney, Nebr. The board of education has ordered a flat increase of \$48 a year for each unmarried teacher, and \$96 for each married teacher during the next school year.

♦ Tecumseh, Mich. The school board has approved an average salary increase of 14 per cent for teachers during the next school year.

♦ Hancock, Mich. The school board has approved a 5-per-cent salary restoration for teachers and school employees.

♦ Grand Island, Nebr. The board of education has adopted a revised salary schedule for 1936-37, which is intended to adjust the salaries of teachers who came in with, during, or since the depression, and married men with dependent children. Teachers in the upper salary groups were not changed.

♦ Sturgis, Mich. The school board has adopted a new salary schedule, which is intended to set salaries on the basis of training, length of teaching experience, and general ability.

♦ Elyria, Ohio. The school board has completed its program of salary adjustments for the year by voting a 5-per-cent increase in salaries for school custodians and engineers. The increase will be paid in June, at the same time as the teachers' increments.

♦ West Haven, Conn. The school board has taken action to restore the 10-per-cent salary cuts to teachers during the next year.

♦ Naugatuck, Conn. All members of the school department, including superintendent and supervisors, will receive salary increases during the next year. The increases will cut in half the 10-per-cent pay reduction of 1932.

♦ Sturgis, Mich. Teachers in the public schools will receive a 26-per-cent increase in salary next year, as a result of the adoption of a new budget including provision for the increase.

♦ Providence, R. I. The board of education has approved an increase of \$206,324 in the school budget to restore to teachers all salary reductions in excess of 10 per cent. The increase, which becomes effective October 1, 1936, puts teachers in the same class with other city employees who have been working under a flat 10-per-cent reduction in salaries.

♦ Red Wing, Minn. The board of education has adopted a recommendation of the teachers' salary committee, providing for an adjustment of the annual salaries of the teachers on a basis of years of service. The recommendation calls for the following changes in salary:

In grades below the seventh, teachers with at least three years service in Red Wing and less than five shall receive \$1,000 a year and teachers with five or more years experience shall receive \$1,080 a year. In the seventh and eighth grades teachers with five years or more experience shall receive \$1,100 a year.

In the high school, teachers with three years or more service, but less than five shall receive \$1,200 a year, and teachers with five and more years service shall receive \$1,312.50.

The committee emphasized that this is not a new salary schedule, but simply an adjustment of salaries in fairness to several teachers at or near the minimum salary of the department in which they are working.

♦ Ventnor City, N. J. The city board of estimates has denied a request of the school board calling for partial restoration of teachers' salaries.

♦ Akron, Ohio. The school board recently obtained a loan of \$175,000 to guarantee payment of teachers' salaries.

♦ Cleveland, Ohio. A complete revision of the teachers' salary schedule has been proposed, as a result of the school board's decision to discontinue the School of Education in June. Supt. C. H. Lake, in recommending the discontinuance of the School of Education, suggested that beginning teachers in the future be required to have a degree and serve their first two years in the schools as apprentices at \$1,000 a year.

♦ Eldora, Iowa. Members of the teaching staff have been given increases of 5 per cent in salary for the next year. The superintendent of schools was given an increase of \$250.

♦ Muskegon, Mich. The board of education has voted to continue the 10 per cent salary increases for teachers during the 1936-37 school term. The increases were previously allowed for the months of April, May, and June.

♦ Millburn, N. J. The board of education has voted to eliminate 75 per cent of the pay cuts of teachers, school nurses, and janitors during the 1936 school term. The pay cuts were put into effect during the 1934-35 school year, and 25 per cent of these cuts were eliminated in 1935.

♦ Nashville, Tenn. The board of education has approved plans for a city-wide program of physical education for school children. The program as proposed by Supt. H. F. Srygley, includes classes in health and physical education, calisthenics, and supervised intermural sports. It is planned to employ a city director of physical education.

NEW DOCTRINE FOR MONROE

(Concluded from Page 30)

of course, you can't tell what he's a-sayin' behind your back. Anyhow, they fuss around awhile longer talking among themselves and a-pokin' here and there, and then Hamilton gets another one of his bright ideas.

"Seems to me it's pretty tough on Mr. Atkins to have to get over to school every morning the way he always does, and then have the boilers act up and never really get going good until he's been here two or three hours and then it's seven o'clock by that time. I think I should put in a special record to help him out. So I'm going to ask you, Mr. Atkins, to call me up on the telephone every morning from the principal's office as soon as you arrive, and I'll find out from you what the temperature is in there at five o'clock, and I'll have something to show the board in six weeks or so that should get a little action."

"Another dumb idea," observed Mr. Short. "Hasn't he got brains enough to see you'll be rousting him out of bed in the middle of the night regularly for the next six weeks if you do this fool thing? Of course, it won't make any difference to you because you're right on the job, but it certainly makes a sucker out of him."

"Say, Brother Atkins," eagerly interrupted one of the more fertile minds. "If you wanted to have a little fun with him you could call him up a couple of good cold nights from your house about two o'clock in the morning, and have him hopping around in the dark."

Uproarious laughter greeted the sally, and even Mr. Short unbent a little and smiled approval.

"Wish I could," discontentedly replied Mr. Atkins; "but you see we had the telephone took out when our boarder quit, and I haven't got around to feelin' I could pay for one myself."

General disappointment.

"I told Hamilton," went on Mr. Atkins, "that it won't always be so easy for me to keep a-droppin' my work when I've just got nicely started and going clear up to the office, and I didn't want to be wakin' him up *that* time in the mornin'; but he has just got that wonderful scheme in his head, and you couldn't get it out with a stick of dynamite, and what makes me maddern' anything else is the way

them PTA's all sided in with him, and a couple says *this* idea sure ought to get some action and they're going to tell their husbands about it, and what a good plan it is, and this leaves me to have to go up them two flights of stairs every mornin' at five o'clock sharp no matter *how* lame my back is, and if I'm a second late it'll give him an extry good chance to take it out on me."

"You don't suppose Hamilton knows the telephone's out of your house, do you?" inquired Mr. Short who had suddenly seen a great light.

There was no reply; but judging from the increasingly agitated appearance of Mr. Atkins, it is probable he, too, had some new and strange thoughts.

Just then the door suddenly opened, and in walked the missing Mr. Tibbs. A loud chorus of delight greeted him.

"Well, well, Henry; I thought you'd *never* get here." . . . "Ah, there, Henry, old boy; glad to see you're still alive!" . . . "Anything left o' Hamilton?" . . . "Why didn't you bring Jack Tyrone along with you? Leave him behind to set up with the body?"

"Tell us quick what happened," eagerly interrupted the expectant Short. "What did he do when he saw you? What did he say when you put it up to him? Gosh, let's hear it!"

"What did he say?" slowly answered the newcomer. "What did he do? Why, he showed me all over the place, and then we come back to the office, and then,"

"Yes, yes?"

"He asked me why I don't run for the Board of Education at the spring election!"

"Well, I'll be darned; absolutely and positively darned!" exclaimed the astounded Short.

It is perfectly certain that Mr. Hamilton this moment finally qualified just exactly one hundred per cent in the amazed mind of the proprietor of the *Monroe Item* as the most mysterious person he had ever met in all his life. . . .

And there was that chuckle-headed Tibbs standing in the center of the group, beaming like a Cheshire cat. . . .

(To be continued)

School Law

SCHOOL-LAW DECISIONS

Compiled by Patrick J. Smith, Esq.

Legal Termination of Contract

The contract of a teacher cannot be terminated unlawfully by a board of school-district trustees, the Mississippi Supreme Court held in the case of *Stokes v. Newell*, 165 Southern 542, January 27, 1936.

"The board in power at the time it was alleged the plaintiff was employed had the right to make a contract with her, which, if made by them, could not be set aside or abrogated by their successors in office, except for legal cause in appropriate proceeding. . . .

"It was the duty of the board of trustees to enter upon its minutes the contract so made evidencing the agreement between the board and the plaintiff. If the board had elected her, and she had accepted the employment, all that was necessary was to enter that agreement upon the minutes of the board. . . .

"Of course, there may be causes sufficient to justify the discharging of a teacher, but the trustees have no arbitrary authority to unlawfully terminate the contract of a teacher. It is true that officers are not liable for the honest exercise of discretionary powers confided to them, but when they go outside their powers and commit wrongs under the color of office, there is liability."

Textbook Changes

Where a statute prohibited a change in more than 25 per cent of the exchangeable textbooks in any one adoption, the state board of education is bound thereby.

The South Carolina Supreme Court said: "The appellants seek to justify their actions in the premises in several ways. They say they have not 'changed' any books; that they have 'substituted' some books for those which could not be had because they were now obsolete and the publishers had ceased to publish them. The distinction sought to be made in meaning between 'change' and 'substitute' is too subtle to win our approval. If by failing or refusing to publish textbooks which they are aware have been adopted by the state board of education, under the law, for use in the free public schools, the publishers can thus compel the state board of education to 'substitute' such books as they choose to publish and offer the board, they are more potent than the Legislature and

can set at naught the provisions of the law. When the state board is confronted by such a situation, it is its plain duty to submit the matter to the Legislature, and, until it acts, the board cannot act except in compliance with the plain mandate of the law." *State ex rel Frier v. State Board of Education*, 183 S.E. 705.

Discharge of Teacher

By statute of Minnesota, a board of education has the power to discharge a teacher for cause. Its decision is controlling upon the courts in an action for breach of contract, unless the board acted in bad faith. *Anderson v. Consolidated School District No. 144, Hennepin County*, 264 N.W. 785 January 24, 1936.

Plaintiff is a primary-school teacher. She was employed by defendant for the term from September 4, 1933, to June 1, 1934. Her personal and professional qualifications were conceded to be of the best. "The one trouble is that she has been the unfortunate victim of three fainting spells, epileptiform in nature." One occurred in the schoolroom. An investigation was conducted by the board and plaintiff was discharged March 23, 1934.

"The management of our schools is an important function. It is vested in our boards of education to the exclusion even of juries and judges. Nowhere does it touch public welfare more intimately or at a more sensitive point than in respect to the primary grades, where the pupils are at the most impressionable period of their school experience. There, if anywhere, the responsibility of the supervising board is to be concentrated rather than diluted, as it would be by subjection to an unrestricted reviewing power in juries and courts. In such matters, the board acts not only in its executive character, but also as a quasi-judicial tribunal. But its function in the latter respect is not to be isolated and considered apart from its responsibility as the school manager."

"The board, rather than any court or jury, is the tribunal which in the first instance must determine the question of 'cause.' Its decision is not to be set aside unless it has acted in bad faith or arbitrarily and capriciously upon the facts before it or properly within its knowledge."

Liability for Pupil's Injury

Board of education is not liable for injury to pupil resulting from delivery of fuel where the pupil was kicked by one of the horses drawing the wagonload of firewood. This was decided by the New Jersey

Supreme Court in the case of *Barnett v. Pulda*, 182 Atl. 879, January 31, 1936.

"We do not think any inference of negligence can arise from the mere fact that the horses were driven on the playgrounds so that the wagon would be near the bins, which had been the custom on prior occasions, as there was no reason for the driver to anticipate that either of the horses would injure anyone, in view of the fact that theretofore the animals had always shown a kind and gentle disposition."

"The supplying of fuel with which to heat the school building was a governmental function of the board of education, as an agency of the state, and, that being so, it cannot be called upon to respond to damages in cases of this character."

Teacher's License Validates Contract

A contract to teach a school made by a school-district board with one not having obtained a teacher's certificate at the time of making the contract is void. *Buchanan v. School District No. 134, Elk County*, 54 Pac. (2) 930, March 7, 1936.

The beginning of the contract provides that the applicant is "the holder of a county certificate, this day in force." In the body of the contract provision is made that if the certificate should become of no effect the teacher would not be entitled to wages thereafter.

"It is alleged in the petition that at the time the contract was executed the plaintiff possessed the necessary educational qualifications to teach, govern, and conduct the public school, but at that time had not taken the examination for a county certificate, of which said defendant was duly apprised at the time and prior to the execution of said contract."

"The holding of a county certificate would seem to be very much of the essence of this contract to teach, not only from the recital at the beginning of the contract, but also from the provision in the body of the contract."

The plaintiff insisted she had met the statutory requirements but the court says, "it is difficult to reconcile this theory with the requirements of other sections. R.S. 72-1320 provides that: 'Said board of examiners shall issue certificates, as by law provided, to all such applicants as shall pass the required examination and satisfy the board as to their good moral character and ability to teach and govern schools successfully.'"

Suspension of Pupil

A school superintendent has power to suspend students for willful disobedience of rules, and the courts

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will not interfere unless the superintendent acted arbitrarily or maliciously.

In the case of *Byrd v. Begley* the Kentucky Court of Appeals said: "The state maintains a system of common schools at great expense. The expense is justified on the ground that we are self-governing people, and an education prepares the boys and girls for the duties and obligations of citizenship. Neither the schools nor the state can carry on without rules or laws regulating the conduct of the student or citizen, and those who are taught obedience to the rules and regulations of the school will be less apt to violate the laws of the state. Appreciating the necessity therefore, the general assembly has provided that all pupils who may be admitted to the common schools shall comply with the regulations in pursuance of law for the government of such schools; that willful disobedience or defiance of the authority of the teachers, habitual profanity or vulgarity, or other gross violation of propriety or law shall constitute good cause for suspension or expulsion from school; that the superintendent, principal, or head teacher of any school may suspend a pupil for such misconduct provided that in case of suspension by the principal or head teacher such action shall be reported in writing immediately to the superintendent. As the superintendent of the school has the power to make rules and to suspend for willful disobedience or defiance of his authority, the courts will not interfere unless it appear that he acted arbitrarily or maliciously."

In this case there was no expulsion, but only a suspension that could be ended at any time upon the making of a public apology before the students. "In our opinion the condition was in no sense unreasonable. Bruce (Begley), who was practically grown, had defied the authority of the superintendent and set a bad example for all the boys, and to permit him to return without an apology would necessarily encourage a spirit of insubordination and destroy the influence of the superintendent." 90 S.W. (2) 370, January 31, 1936.

Insurance in Mutual Company

A school district has authority to buy fire and tornado insurance in a foreign as well as domestic mutual company when the foreign company is authorized to do business in the state. *Clifton v. School District No. 14 of Russellville*. (Ark.) 90 S.W. (2) 508, February 3, 1936.

"We think Act No. 652 of the Acts of 1919 confers authority upon school districts to buy fire and tor-

nado insurance in foreign as well as domestic mutual companies when foreign mutual companies have complied with all requirements exacted of them in order to write the kind of insurance authorized by their respective charters and articles.

"Appellants contend, however, that the statutes . . . authorizing the acceptance by school districts of policies in mutual companies makes school districts members of a private corporation and lends their credit to such corporations in violation of section 5 of article 10 and section 1 of article 16 of the Constitution of 1874.

"The policy or contract involved in the case at bar fixes a definite maximum premium which the school district must pay and provides for no additional liability against it. The provision referred to provides for the payment of one half of the premium in cash and limits the assessment premium against it, if it becomes necessary to make such an assessment, to one times the cash premium paid. . . . The policy contains no indeterminate liability. This kind of a contract does not make the school district a stockholder in the mutual insurance company, nor is it the lending of credit of the district to a private corporation."

Right to Attend School

A child under 14, who was an inmate of a children's home, but by it placed in a private boarding home, was resident for school purposes of district wherein he was placed and entitled to attend the common schools tuition free.

In an action by *Dewey Wirth, Jr., v. Board of Education for Jefferson County*, 90 S.W. (2) 62 (Ky.) it was said that:

"The common schools of this commonwealth are state institutions. Boards of education are administrative agencies of the state. The teachers thereof are employees of the state. The state pays to each common school district an annual per capita for each child residing therein eligible to attend the common schools. . . . The requirements of sections 938b-10 and 938b-11 imposing the duties stated therein upon the board for Louisville and Jefferson County Children's Home, respecting the furnishing of education facilities and teaching of inmates of the home eligible to attend the common schools, were not intended to, and do not deprive them of their absolute rights to free tuition while attending the common schools of the districts in which the board's institutions are located, or in which the 'boarding homes' are situated,

so long as they remain in the home or in the 'boarding homes' in which the board for Louisville and Jefferson County Children's Home may place and maintain them."

State School Funds for Nonresidents

Where school children resident in one school district attended another with consent of trustees of district attended and of the county superintendent, the school district of attendance is entitled to the money apportioned from the state school fund on the basis of the attendance of nonresident pupils.

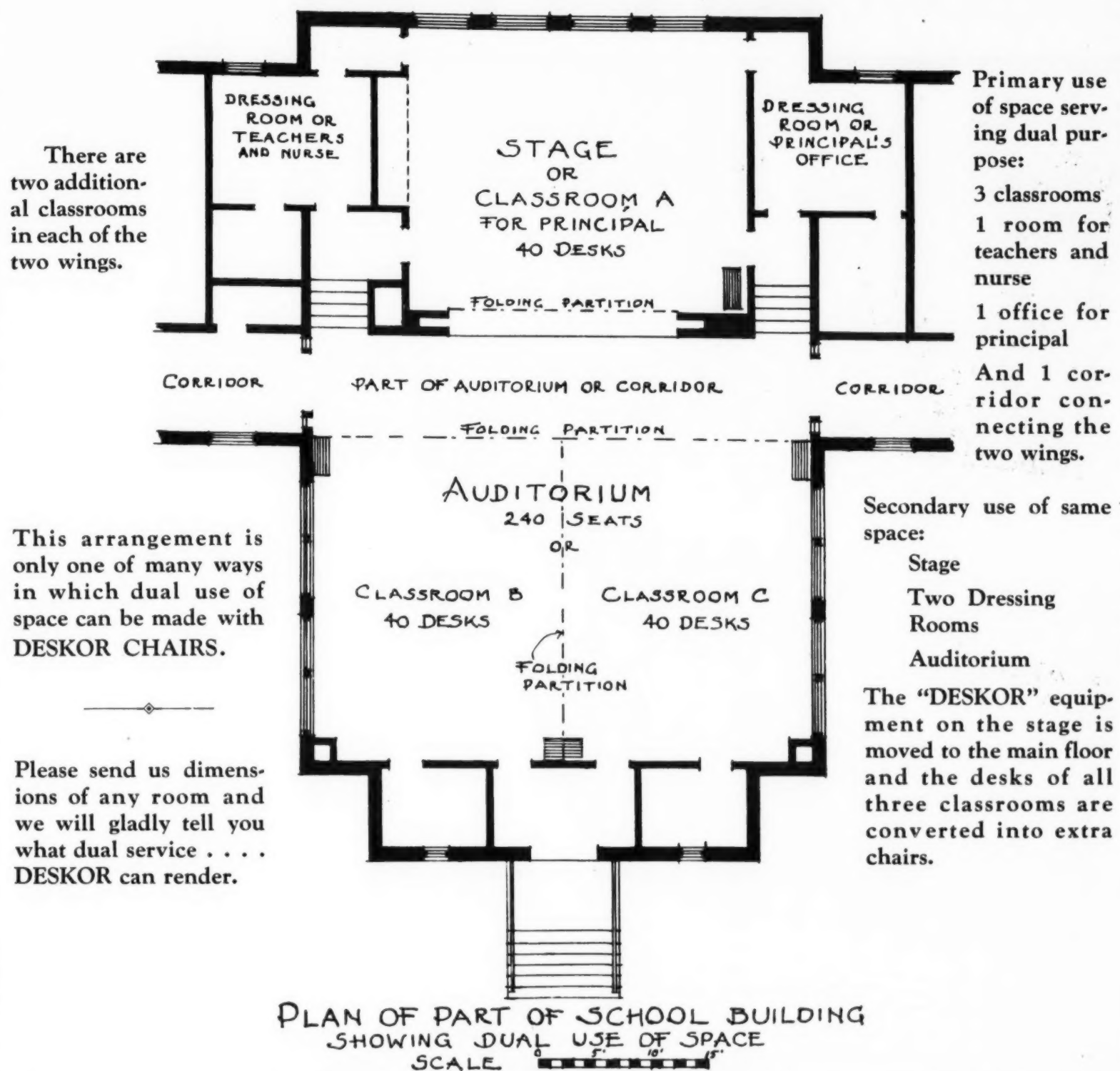
The Supreme Court of California said: "There was no contract entered into between the districts here involved. In the absence of any power or privilege directly conferred on one district to educate children resident in another district, the consent of the district of residence would seem to be a prerequisite before it may be said to have released its rights to benefits to which it otherwise would become entitled. . . . There is no specific requirement in the code that attendance in one district of children residing in another district, when it is pursuant to section 3,174, shall be credited to the district of residence. . . . There is no express provision in the chapters of the School Code dealing with the apportionment of the state school fund to elementary-school districts . . . which differentiates between attendance of nonresident and resident pupils, and in the absence of a contract between the districts, we find no other provision from which it may readily be implied that the district of attendance is not entitled to credit for the attendance of pupils from another district. That attendance must be with the consent of the county superintendent of schools having jurisdiction of the school district of residence, and the consent of the board of trustees of the latter district is not required. Whether such consent should be required is a matter of legislative policy. The law as enacted determines the policy and necessarily governs."

♦ Peabody, Mass. The school board has adopted a budget of \$350,459 for the school year 1936-37, which is an increase of \$2,312 over the year 1935. Of the total, \$315,510 will be devoted to teachers' salaries, or an increase of \$3,142 over the estimate of a year ago.

♦ Newport, Ky. The board of education has adopted its 1936 budget calling for a levy of 96 cents for general purposes, and 9 cents for the sinking fund. The budget calls for a total appropriation of \$406,865, which is a slight increase over the estimate for 1935.

PLAN OF PART OF A Seven Room Elementary School Building (Bungalow Type) Nearing Completion.

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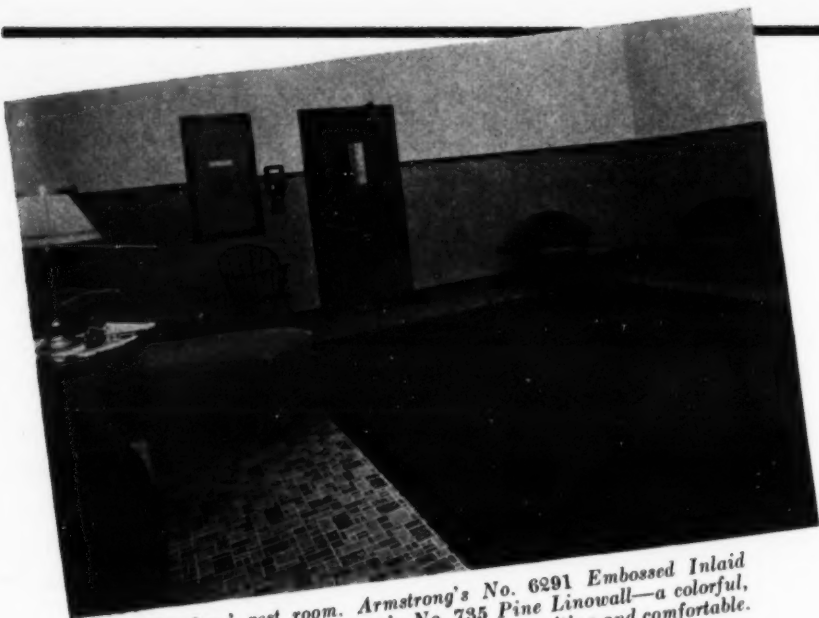
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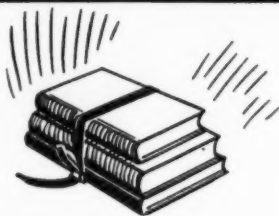
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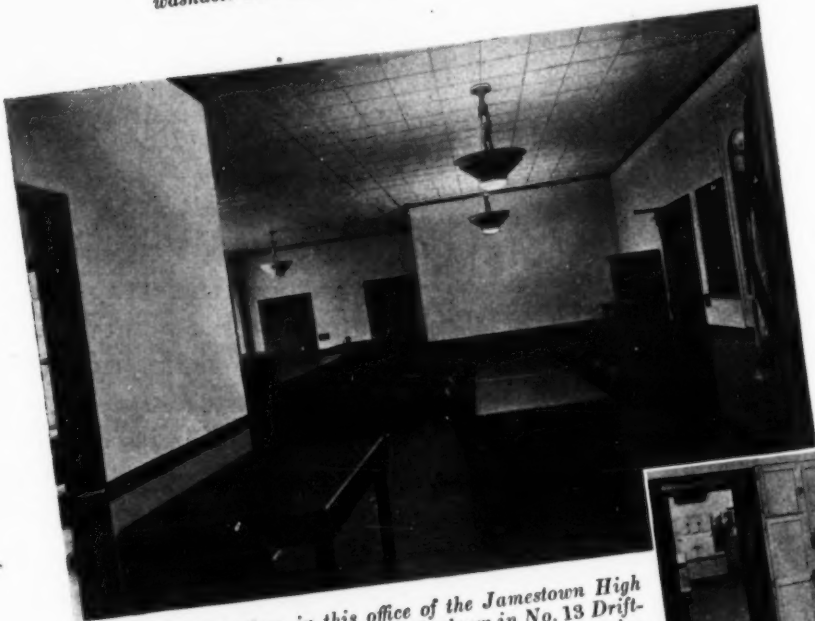
Teachers' rest room. Armstrong's No. 6291 Embossed Inlaid Linoleum and Armstrong's No. 735 Pine Linowall—a colorful, washable wall covering—make this room inviting and comfortable.



Armstrong's Linoleum provides ideal floor for variety of rooms

IN any large building—and especially in a school building—floors present not one problem but *many*. That's why Architects Beck and Tinkham, who designed the new high school at Jamestown, N. Y., came to Armstrong. They found—as architects the country over are finding—that there's a type of Armstrong Floors to exactly meet each aspect of the floor problem. And they found, too, that these attractive, resilient floors offer the additional advantages of long wear, easy installation, and low-cost maintenance.

For the domestic science room, as well as for the teachers' rest room, these architects chose gay patterns of Armstrong's Linoleum. This selection assured not only a warm friendly atmosphere, but also comfort underfoot. For the offices—where dignity of treatment and quiet were essential—Armstrong's Jaspé Linoleum Floors were installed.



The floor in this office of the Jamestown High School is Armstrong's Linoleum in No. 13 Driftwood Gray, a practical pattern for office service. Ceiling is noise-quieting Armstrong's Corkoustic.

Completeness of the Armstrong Line is shown in this domestic science room. Floor is Armstrong's No. 6252 Embossed Inlaid Linoleum with Armstrong's Core and Base. Walls are Armstrong's No. 702 Travertine Linowall.



ARMSTRONG'S *Linoleum Floors*

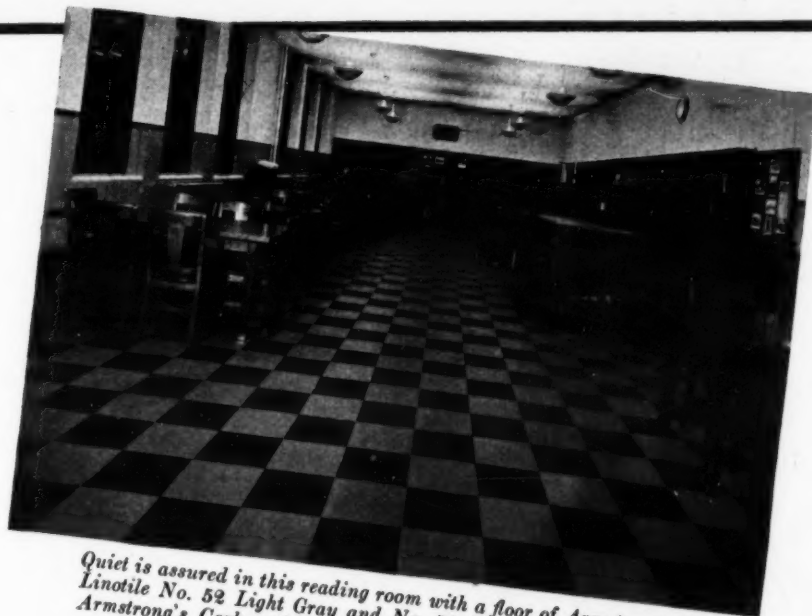
Jamestown High School

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Armstrong's Architectural Service Bureau is available to you or your architect on any floor problem. Thanks to the completeness of the Armstrong Line, you can be sure of unbiased suggestions on the best type of floor for any specific job. For complete information, write to Armstrong Cork Products Company, Building Materials Division, 1212 State Street, Lancaster, Pennsylvania.



Quiet is assured in this reading room with a floor of Armstrong's Linotile No. 52 Light Gray and No. 54 Dark Gray. Ceiling is Armstrong's Corkoustic. Walls are Armstrong's No. 735 Pine Linowall, with Armstrong's Metal Back Core and Base.



Armstrong's Accotile in No. 310 Jade and No. 315 Sea Green Marble provides the ideal floor for this basement cafeteria. Moisture-resistant, it is cemented directly over concrete in contact with the ground.

Attractive entrance lobby of the Jamestown High School. Floor is heavy-duty, resilient Armstrong's Linotile in alternating Light and Dark Brown tiles Nos. 62 and 64.



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School Building News

Alabama. Haleyville, construction work started on high school, to include eleven classrooms, auditorium, and athletic room, and to cost \$55,000.

Arkansas. Lonoke, federal funds granted to aid in the construction of a high school, to cost \$49,091.

California. Redding, propose construction eight-room school, with gymnasium-auditorium and cafeteria; Pomona, application made for more federal aid for Abraham Lincoln School, to cost \$118,452; Brea, work started on reconstruction of Brea grammar school; South San Francisco, bids received for repair and improvement of old Grand Avenue School, work to be financed with aid of a 5-cent building tax; Olive, bond issue proposed for financing construction of new school; Los Angeles, propose purchase of site for elementary school; Tulare, building permit issued for construction of main building of high school, to cost \$154,103; Redondo Beach, construction work started on Grant School. PWA project.

Colorado. Golden, contract let for construction of Central Grade School, PWA project; bids received for high school; Ouray, plans completed for one-story school, WPA project.

Connecticut. North Grosvenor Dale, construction work started on three-room rural school, WPA auspices; East Haven, construction work started on high school, to contain 31 classrooms, and to cost \$335,000; Ridgefield, propose erection new school in Titicus district; Greenwich, propose survey of school plant to determine school needs in the way of new buildings.

District of Columbia. Washington, finance committee of school board has approved four high-school projects as part of its new five-year building program.

Florida. Tallahassee, school board has asked for advance of \$100,000 in federal funds for high school, to cost \$392,275; Jacksonville Beach, plans completed for elementary school, to be financed with the aid of PWA funds; Stuart, construction work started on new school, WPA project.

Georgia. Savannah, propose construction new co-educational high school; Decatur, construction work started on new school; Americus, construction work started on twelve-room high school; Cairo, bonds voted for ten-room grammar school; Macon, construction work started on three schools for Negroes, under WPA auspices; Waynesboro, propose construction new high school, to provide sixteen-classroom unit; Gainesville, construction work started on auditorium-gymnasium, to cost \$64,000.

Idaho. Idaho Falls, construction work started on addition to junior high school, to cost \$127,000; Burley, Independent School Dist. No. 1, in Cassia county, has begun improvements to the buildings and grounds, under WPA auspices.

Illinois. Peoria, bids received for construction Woodruff High School; Chicago, propose construction seven new buildings and eight additions to schools, to cost \$2,000,000; Rock Island, propose erection senior high school, to cost \$1,065,500, PWA

grant \$346,091; McClure, bids received for construction high school, to cost \$45,000; Chester, construction work started on high-school addition, to include an auditorium-gymnasium and four classrooms; Abingdon, construction work started on high-school addition, to consist of gymnasium, auditorium, and six classrooms; Hammond, construction work started on fifteen-room Irving School, to cost \$160,000.

Indiana. Fort Wayne, school board has asked city council for permission to float bond issue, \$100,000, for school-building purposes; East Chicago, construction work started on addition to Roosevelt High School, to cost \$400,000; Indianapolis, appropriation of \$120,000 made for additions and improvements to two schools; Oakland City, contract let for construction consolidated township high school; Indianapolis, cornerstone laid for James Roberts School for Crippled Children, to cost \$218,000.

Iowa. Iowa City, propose construction senior high school; Montour, construction work started on new school, to cost \$61,673; Anamosa, construction work started on school-building project, to include auditorium, gymnasium, and classrooms, and to cost \$84,500; Iowa City, election called to vote on construction senior high school; Cresco, contracts let for construction new school, to cost \$79,600; Perry, construction work started on gymnasium addition to high school, to cost \$117,000.

Kansas. East Topeka, permit issued for construction junior high school, to cost \$252,000; Topeka, construction work started on Sumner grade school; Marysville, propose construction high school, to cost \$210,000, PWA grant \$94,500; Garden City, election called to vote on construction grade school, to cost \$89,910; Russell, construction work started on new school, to cost \$251,278, PWA grant \$113,075; Rossville, propose construction senior high school; Kansas City, construction work started on high school, to cost \$555,000; PWA \$111,500; McPherson, survey ordered to determine school-building needs as aid in proposed building program; Eldorado, construction work started on junior college and senior high school, to cost \$360,000.

Louisiana. West lake, propose erection of school, to cost \$50,000; Starks, new school will be erected, to cost \$50,000; Iowa, propose erection of school, to cost \$75,000.

Maine. Brunswick, bids received for construction senior high school, to cost \$194,000.

Massachusetts. Wellesley, propose construction Hunnewell School for Fells District; Gloucester, propose new school-building program; Somerset, contract let for high school to cost \$175,965; Wellesley, propose erection high school, to cost \$550,000; Malden, propose erection senior high school; Centerville, plans completed for addition to school; Lee, bids received for addition to Hyde and Rice Schools; Palmer, propose erection of high school.

Michigan. Lowell, contract let for new school unit, comprising gymnasium, auditorium, and classrooms.

Minnesota. Winona, aldermen approve proposal for purchase of site for West End school, playground, and athletic field; Gaylord, construction work started on public school, to cost \$140,000; Minneapolis, construction work started on three senior high schools, to cost from \$1,550,000 to \$1,700,000; Waconia, contract let for construction of addition to high school, to cost \$95,000; Robbinsdale, construction work started

on high school, to cost \$500,000; Little Falls, plans completed for construction of school, to cost \$8,000; Ulen, contract let for construction of addition to school.

Mississippi. New Albany, contract let for high school, to cost \$67,000; Gulfport, propose construction of new school; Clarksdale, contract let for construction high school, junior high school, and remodeling Cleveland School, to cost \$66,736; Hazlehurst, construction work started on new school, to cost \$50,000; Jackson, construction work started on junior high school in North Jackson; Greenville, construction work started on Negro school, to cost \$45,000.

Missouri. Mexico, bids received for Field grade school, to cost \$100,000; Lamar, bonds, \$48,000, voted for remodeling of school; Aurora, propose construction high-school auditorium, to cost \$46,800; University City, construction work started on junior high school, to cost \$377,422, high-school auditorium, to cost \$267,572, and Jackson Park School addition, to cost \$47,085; Sikeston, construction work started on elementary school, to cost \$40,000.

Montana. Kremlin, propose erection of new school, to cost \$40,000, federal grant \$19,000; Polson, school board has been offered a federal grant of \$40,000 to aid in building and equipping new school.

Nebraska. Omaha, propose construction new school for Jefferson School District; Burwell, bids received for new school, to cost \$120,000.

New Hampshire. Nottingham, election called to vote on proposal for new school.

New Jersey. Chatham, voters asked to approve addition to elementary school, to cost \$208,000; Elizabeth, bids received for addition to Cleveland Junior High School, to cost \$430,245; Newark, plans approved for technical high school in Essex county; Mount Holly, bids received for construction Rancocas Valley regional high school, to cost \$307,000.

New Mexico. Clovis, construction work started on high school; additional appropriation of \$43,000 to be made; Roswell, propose election to vote on \$64,000 bond issue for school building; Hobbs, bids received for construction high school; Albuquerque, contract let for high-school classroom building, to cost \$106,000; Carlsbad, construction work started on two grade schools, to cost \$67,000; Albuquerque, plans begun for building program at School of Mines, to cost \$117,000.

New York. Auburn, construction work started on new stadium and athletic field for the senior high school, to cost \$124,300; Limestone, construction work started on new school, to cost \$132,000; Ossining, bids received for construction sixteen-room addition to Roosevelt School, to cost \$137,827; New York City, proposal approved for publicity program for \$300,000,000 bond issue for new schools.

North Carolina. Kannapolis, construction work started on Cannon High School, to cost \$127,000; Shelby, new school-building program begun in Cleveland county, to cost \$500,000; Lattimore, propose erection of eight-room high school, to cost \$45,000; Marion, construction work started on PWA school-building and improvement project, to cost \$124,272; Durham, propose construction junior high school in East Durham; Oxford, bonds, \$45,000, voted for Negro school; High Point, bonds, \$170,000, approved for building and improvement program; Greensboro, bonds, \$225,000, approved for new building pro-

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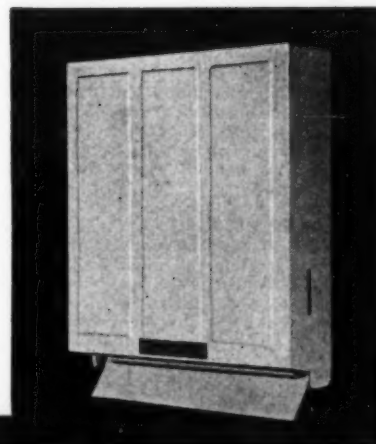


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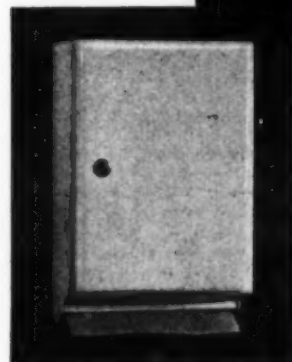
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gram; High Point, construction work started on school, to cost \$76,000; Chapel Hill, construction work started on high school.

North Dakota. Walhalla, construction work started on school addition, to cost \$55,000.

Ohio. Toledo, school board has proposed erection vocational high school, to cost \$982,000; Fayetteville, bonds, \$47,000, proposed for erection high school in Perry township rural school district, PWA grant \$38,000; Seaman, contract let for school, to cost \$100,000.

Oklahoma. Shawnee, contract let for Dunbar School addition, WPA three and one half per cent of cost; Duncan, construction work started on high school, to cost \$80,000; Tulsa, school-building program revised to effect a reduction in the cost of construction; Anadarko, propose construction new school, with aid of PWA funds; Red Fork, propose construction senior high school, to cost \$200,000; Enid, election called to vote bonds for a school improvement program.

Pennsylvania. Meyersdale, bids received for high school in Meyersdale School District, under PWA auspices; Selinsgrove, contract let for construction senior high school, to cost \$125,000; Mount Joy, contracts let for addition and alterations to high school, to cost \$52,000; Middletown, construction work started on grade school; St. Clair, propose construction of grade school; Reading, permit issued for construction Southeast Junior High School, to cost \$520,000; Blossburg, new bids received for school, PWA project; Scranton, bids received for construction South Scranton Junior High School; Philadelphia, contracts let for construction Northeast High School and addition to Stetson Junior High School, to cost \$865,447; Waynesboro, construction work started on senior high school.

Rhode Island. Cranston, propose addition to school, to cost \$413,000, PWA project; North Providence, plans started for erection combined junior and senior high school.

South Carolina. Bishopville, in Lancaster county, seeks approval for a bond issue of \$100,000 for new school; Sumter, construction work started on Shiloh consolidated high school, in Sumter-Shiloh district.

Tennessee. Kingsport, bonds, \$300,000, approved for construction junior high school; Jackson, construction work started on Negro high school, to cost \$70,000; Milan, bonds, \$55,000, approved for construction high school, to cost \$100,000; Chattanooga, construction work started on ten school-building projects; Somerville, PWA building program proposed for Fayette county, to cost \$102,000, to include senior high school, elementary school, and addition to junior high school.

Texas. Tyler, propose construction gymnasium for senior high school, to cost \$70,000, also two elementary schools, and additions to five schools; Austin, election called to vote \$350,000 in bonds for school-building project; Brownsville, propose erection two-story school; Dallas, PWA administration approved grants of \$295,000 for blanket school-building project, to include two junior high schools, and addition to Adamson Senior High School, to cost \$675,000; Waco, construction work started on junior high school, to cost \$113,500, PWA grant \$180,000; Grand Prairie, construction work started on grade school, to cost \$63,000; high school, to cost \$60,000; and gymnasium, to cost \$25,000; Fort Worth, permit issued for construction South Hiram School, to cost \$147,754; El Paso, construction work started on Aoy School, to cost \$40,000; Fort Worth,

bids received for Arlington Heights High School; Monahan, contracts let for construction high school, to cost \$100,000; El Paso, construction work started on remodeling of Bowie High School; Lamarque, bids received for construction of school, to cost \$70,000, PWA grant \$39,500; Fort Worth, plans approved for East McRae School, to cost \$87,230; Dallas, construction work started on new unit of Irving School, to cost \$85,000, PWA project; Port Arthur, construction work started on Jefferson Junior High School fieldhouse, to cost \$76,000; Groesbeck, construction work started on fourteen-room school, to cost \$75,000, PWA grant \$32,727; Carrollton, construction work started on high school, to cost \$55,000.

Virginia. Portsmouth, construction work started on 25-room Negro school, to cost \$115,000, PWA grant \$52,000; Waynesboro, propose erection senior high school; Glamorgan, propose construction of high school, to cost \$50,000.

Wisconsin. Rio, bids received for construction high-school addition, to cost \$40,000; Bonduel, propose erection senior high school, to cost \$99,000, PWA grant \$44,500; Ashland, construction work started on gymnasium, to cost \$65,000; Manitowoc, plans completed for construction south side junior high school; Menasha, propose construction senior high school, PWA project; Monroe, propose erection of new school; Menominee, construction work started on high-school gymnasium, to cost \$55,000; Baldwin, contracts let for school, to cost \$80,000.

Wyoming. Parco, loan and grant of \$22,000 approved for new school, to cost \$50,091; Lander, propose construction of new school.

ITTNER PWA PROJECTS IN PROGRESS

William B. Ittner, Inc., architects and engineers, St. Louis, Mo., have announced the beginning of construction work on a large list of PWA buildings to be erected during the next few months. The projects now under construction include a junior high school, an auditorium and additions to the senior high school, and an addition to the Jackson Park School at University City, Mo., to cost \$692,079; an addition to the Fairview School, West Walnut Manor, St. Louis County, Mo., to cost \$33,445; alterations and additions to buildings in Maplewood, Mo., to cost \$32,805; new elementary school at Roxana, Ill., to cost \$54,092; community room addition to present school, Blodgett, Mo., to cost \$14,327; mechanical arts and dormitory buildings, Lincoln University, Jefferson City, to cost \$165,003.

Plans have been completed and bids received for the construction of a high school in McClure, Ill., to cost \$45,000. Bids will shortly be received for the construction of an elementary school in Sikeston, Mo., to cost \$40,000.

SCHOOL-BUILDING CONSTRUCTION

Dodge reports that in 37 states east of the Rockies, school-building construction during the month of

March included 291 buildings, at a cost of \$9,881,900.

In 11 states west of the Rockies, not included in Dodge reports, a total of 119 buildings were projected during March, at a cost of \$1,789,498.

SCHOOL-BOND SALES

During the month of March, 1936, sales of school bonds amounting to \$11,815,875 were reported, at an average interest rate of 3.03 per cent. During the month, refunding, short-term, and other special bonds sold amounted to \$5,866,614.

The largest sales were \$2,211,615 in New York State; \$978,170 in Pennsylvania; \$822,800 in California; \$683,000 in Michigan; \$680,000 in Montana; \$772,600 in Ohio; and \$550,500 in Illinois.

NEW SCHOOL-BUILDING PROJECTS IN PROGRESS AT EASTCHESTER, NEW YORK

The school buildings of District No. 1, town of Eastchester, in Westchester County, New York, can no longer be looked upon as inadequate or obsolete.

During the past few months, two grammar schools have been completed and occupied; a third has just been completed and put into use following the Easter vacation. Construction work has been started on the new junior high school. The addition to the high-school gymnasium has also been started.

With the completion of the new building and the grading of the grounds, District No. 1 will take a high place among the surrounding communities in the character of the school facilities offered to the youth of the district. The entire program of building activities was in charge of a committee of six members of the board, headed by Mr. Robert Bellew as chairman. Mr. John J. White has acted as supervisor of construction.

COMING CONVENTIONS

May 4-6. Sixth Annual Institute for Education by Radio. W. W. Charters, Columbus, Ohio, secretary.

May 8-9. American Association of University Women (north-central district), at Milwaukee, Wis. Mrs. C. J. Otjen, Milwaukee, Wis., secretary.

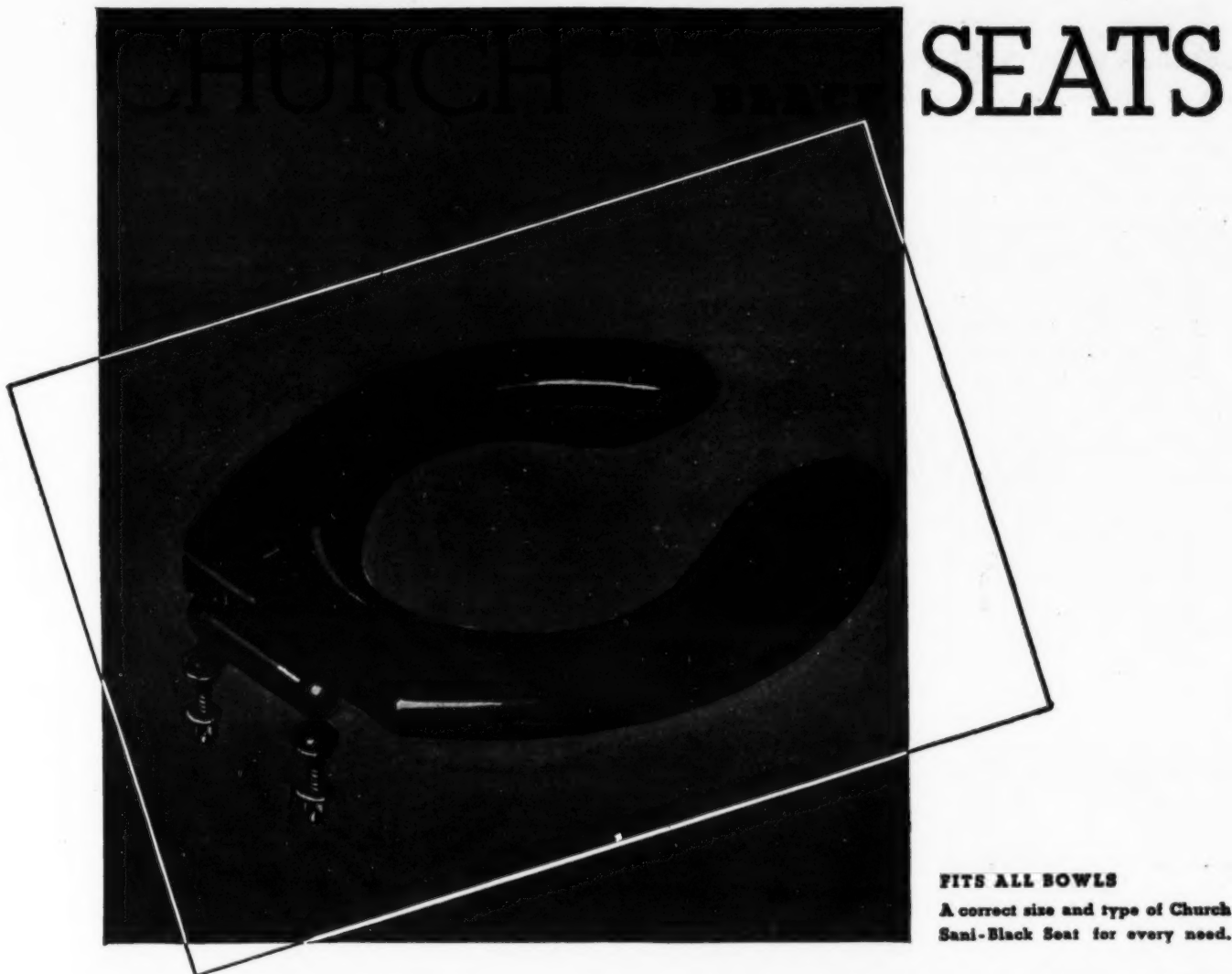
May 11-15. National Congress of Parents and Teachers, at Milwaukee, Wis. Mr. J. T. Webner, Washington, D. C., secretary.

May 11-16. American Library Association, at Richmond, Va. Mr. C. H. Milan, Chicago, Ill., secretary.

May 18-20. American Association for Adult Education, at New York City. Mr. A. Cartwright, New York City, secretary.

June 11-13. Seventh Annual School Administrators' Conference, at George Peabody College for Teachers, Nashville, Tenn.

June 28-July 2. National Education Association, at Portland, Oregon.



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A correct size and type of Church Sani-Black Seat for every need.

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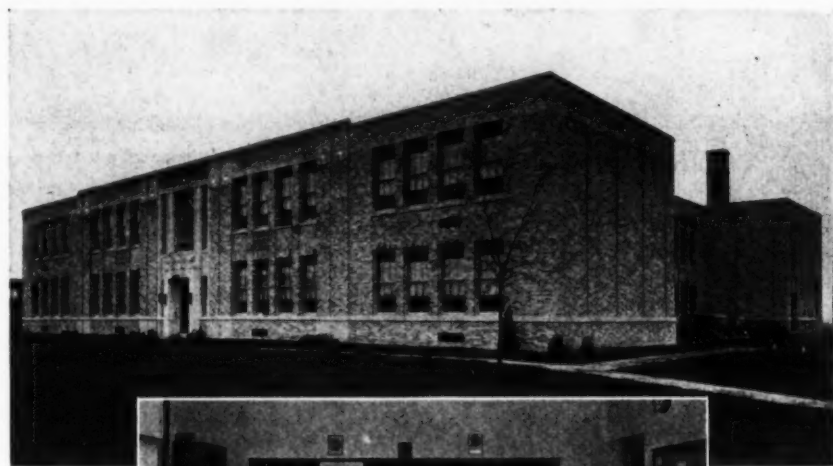
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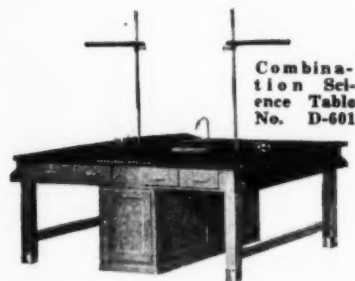
Representatives in Principal Cities



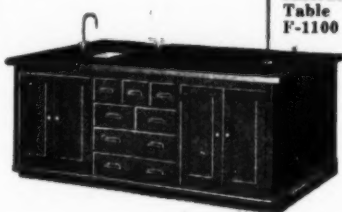
Above: Exterior view of King Ferry Central School. Hallenbeck and Sargent, architects.



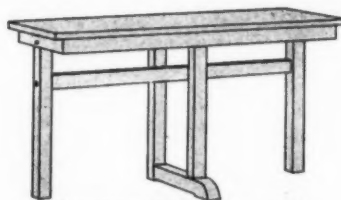
At left: Combination Science Room of King Ferry Central School furnished by Kewaunee.



Combination Science Table No. D-601



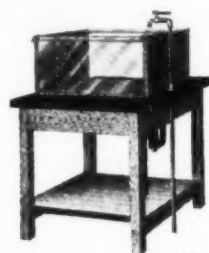
Instructor's Table No. F-1100



Classroom Table No. B-240



Ever-Hold Stool No. 321



Aquarium No. C-415

Book News

The Economic Ability of the States to Finance Public Schools

By Leslie L. Chism, Ph.D. Cloth, 169 pages. Price, \$1.85. Published by the Bureau of Publications, Teachers College, Columbia University, New York City.

The problem of financing public education has in a number of states become a pressing one. While educators have for several years past turned their attention to the subject of taxation with a view of securing better school support, the financial situation has gradually intensified the problem. State support has come to the aid of local school districts. Federal support is also sought.

The author of this book, recognizing the situation, enters upon an exhaustive study of the ability of the several states to finance public education within their borders. He analyzes the several methods of taxation now administered in the states, such as the tax on personal income, the tangible property tax; business and corporation, fuel and motor, inheritance, severance, retail sales, and luxury taxes.

A series of tables are presented which show relatively the revenue derived in the several states through the taxation methods employed. Here, the presentation of statistical data becomes quite instructive and valuable. The interest of the author finally centers upon the economic ability of the state to raise sufficient funds for the support of the schools.

The author assumes that the present solution of state taxation is to be found in the model tax plan evolved several years ago by the National Tax Association. This plan recommends adherence to a tax on incomes, tangible property, and business property, and certain supplementary taxes, such as tributes on motor fuel, vehicles, and inheritances.

At this point, the book enters upon a comparative analysis between state and state and brings to the surface the possibilities of a more equitable and at the same time a more liberal tax yield. He says: "For example, the percentage of total revenue realized from the tangible property tax varied from 83.33 per cent in South Dakota to 58.55 per cent in New York. The percentage of revenue derived from the personal income tax varied from 18.95 per cent in Nevada to 1.63 in

South Dakota. Similar extremes for the other taxes follow: next business incomes, from 14.30 per cent in Wyoming to 6.56 per cent in South Dakota; motor fuel, from 11.24 in Florida to 3.36 per cent in New York; and inheritance, from 5.67 in Delaware to 0.02 per cent in North Dakota."

He admits that "the measurement of the relative ability of the states to support education involves not only data concerning their ability to raise tax revenue for the support of education, but also estimates of their educational needs; that is, comparable measures of the size of their educational obligations or responsibilities."

The distinguished investigator concludes by saying that "the findings of this investigation confirm those of previous studies, that the states differ substantially in their ability to support public schools. Some states must levy taxes for the support of education at several times the rate of other states in order to finance a given program of education. The differences in ability to support schools would not be removed if all states adopted and efficiently administered a modern system of taxation. Rather, these differences go back to basic differences in economic ability."

The Security of Public Deposits

By Martin L. Faust. Paper, 45 pages. Price, 50 cents. The Public Administration Service, Chicago, Ill.

This study is based upon the belief that one of the trying problems confronting finance officers of state and local governments is that of the safekeeping of public funds for which they are responsible. In the educational field, some embarrassing situations arose during the depression years when banks closed, tying up the funds belonging to the schools.

The author, who is a professor in the University of Missouri, has in this volume entered into an exhaustive discussion on the matter of the security of public funds. He points out that about 13 per cent of all deposits placed in the banks belong to the public treasuries. He also notes the fact that the funds tied up in closed banks belonging to the states, cities, and counties throughout the United States amounts to \$98,787,359.

He contends that public funds as bank deposits, are entitled to preferential security. His argument is based upon the fact that the amounts which the average treasurer of public funds handles and deposits are large and that there are many weak banks. How can he escape these unless he exacts unquestioned security?

"The priority privileges of public deposits," says the author, "have been recognized by the courts.

Thus banks may provide protection to public funds not accorded to the private depositor."

The personal surety bond is condemned as a primitive method of protection; corporate sureties are recommended. The single individual who goes on the bond of a treasurer may be solvent today and bankrupt tomorrow; a company organized to provide surety bonds is more reliable and dependable.

In discussing the question of investing idle public funds and in pointing out the matter of security, the author says: "The classes of security most widely authorized and commonly accepted are bonds and certificates of indebtedness of the United States, federal-farm-loan bonds, state bonds, and bonds of cities, counties, and school districts of the state wherein the depositing unit is located. Other classes of security acceptable in a number of states include municipal bonds of states other than the state in which the depositing unit is located, bonds of territorial and insular possessions of the United States, real-estate mortgages, bonds or notes secured by mortgages or trust deeds, railroad and public utility bonds, bonds of drainage, improvement, levee, water, road, irrigation, flood control, and port districts, and warrants of state and local governments."

In safeguarding public deposits, aside from reliable bonds, the author concludes: "Of the methods of protection heretofore applied, that of requiring collateral security seems to have given the best satisfaction. The problems or difficulties encountered in practical application are those of establishing proper legal authorization, restricting security to desirable grades of collateral, providing for the custody of collateral pledged, and liquidating collateral when security prices are generally depressed."

Manwiller Word Recognition Test

By Charles E. Manwiller. World Book Company, Yonkers, N. Y.

Each form contains 25 basic words. The test has been carefully checked for validity and reliability.

Little Duck

By Marjorie Barrows. Boards, 48 pages. Grosset and Dunlap, New York City. A picture-story reader for children in the primer class.

Everyday Life Primer

By Ethel M. Gehres. Cloth, 144 pages. John C. Winston Company, Philadelphia, Pa.

A distinguishing feature of this supplementary primer is the fact that it is profusely illustrated. The vocabulary is in excess of 250 words.

(Continued on Page 72)

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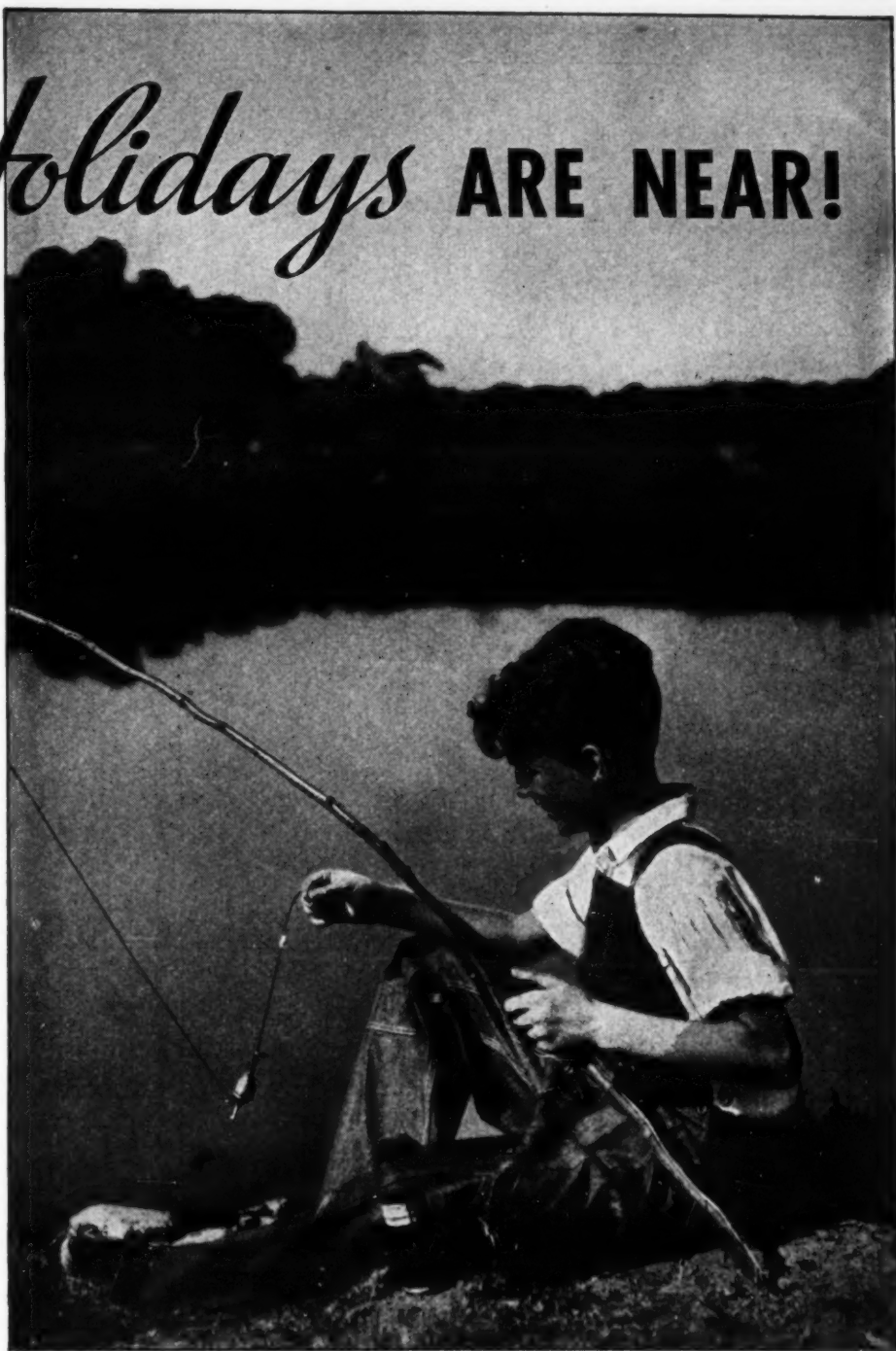
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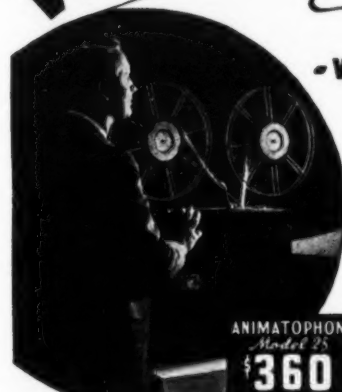
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Refer to Sweet's Catalogue, Section 27—Page 11, 1936 Edition

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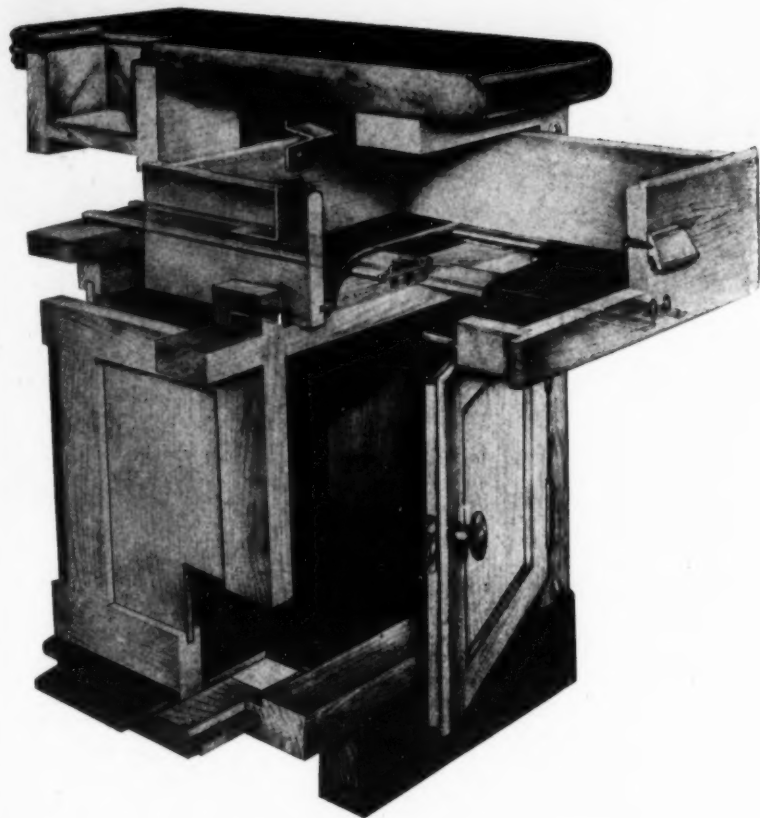
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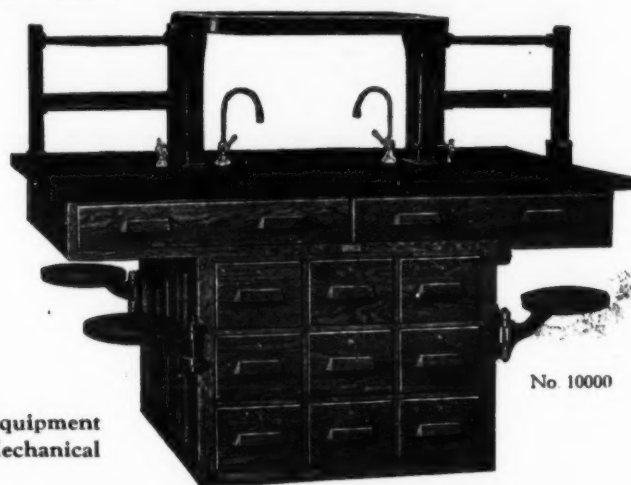


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(Continued from Page 68)

Visits Here and There

By Julia M. Harris. Cloth, 247 pages. Price, 72 cents. Houghton Mifflin Company, Boston, Mass.

A feature of this book which will appeal widely to teachers is the arrangement of the content in six large integrated units, each based on a subject of interest to children and of value in their development, personally and socially. The vocabulary of the present book exceeds 513 basic words and includes 93 per cent of the first-grade words. The method continued that of the first reader. Illustrations are in four colors and are bold, vigorous, and full of child interest.

Essential Exercises in Bookkeeping

By Walter E. Leidner. Cloth, 309 pages. Price, \$1. South-Western Publishing Co., Cincinnati, Ohio.

This complete revision of a textbook first issued in 1923 presents a series of 421 carefully graded exercises in bookkeeping. The facts come to the student in the shape of brief narratives or typical excerpts from journals, ledgers, bank accounts, etc. The work is graded to include every typical situation in setting up books, closing the ledger, preparing statements and reports, making accounting adjustments, treating partnership and corporation accounts, and analyzing accounts and statements. A valuable section of the book includes a collection of typical university examinations and recent New York State Regents' examinations.

Educational Directory for 1936

Part III, Colleges and Universities, of the United States Educational Directory for 1936. Bulletin No. 1, 1936. Price, 5 cents. United States Department of the Interior, Washington, D. C.

New Path to Reading

Book Three. By Anna Dorothea Cordts. Cloth, 342 pages. Price, 80 cents. Ginn & Company, Boston, Mass.

A revised edition of a work first issued in 1929.

The Practice of Teaching in the Secondary Schools

By Henry C. Morrison. Cloth, 688 pages. Price, \$4. The University of Chicago Press, Chicago, Ill.

A revised edition of a work which has become a standard text.

PUBLICATIONS

Salaries in Land-Grant Colleges

By Walter J. Greenleaf. Paper, 18 pages. Bulletin 157, February, 1936, of the United States Office of Education, Washington, D. C.

A study to determine the status of salaries paid to members of the various faculty ranks in 51 land-grant institutions, and to permit comparison of present salaries with former salary scales.

Manual in Reading and Phonics

By Anna D. Cordts. Paper, 238 pages. Price, 52 cents. Ginn & Company, Boston, Mass.

This teachers' manual is intended for use with *The New Path to Reading*, books two and three. The instructions are detailed.

Read a New Story Now

By Hattie A. Walker. Cloth, 152 pages. Beckley-Cardy Co., Chicago, Ill.

Animal stories for children in the first grade.

The Preparation of Teachers' Salary Schedules

Part II, Drafting the Schedule. Bulletin No. 2, March, 1936, of the Research Division, National Education Association, Washington, D. C.

This bulletin is the second in a series dealing with schedulismaking and lays down the basic classification for teachers' salaries, outlines the points to be emphasized in the schedule, and sets up minimum and maximum salaries, salary increments based on experience and basic qualifications. It outlines the requirements for continued professional training on the part of all teachers.

Ride the Wind

By Ethel Calvert Phillips. Cloth, 192 pages. Price, 80 cents. Houghton Mifflin Company, Boston, Mass.

This book sets a new standard for Indian stories. It is based on authentic materials, taken from the life and customs of the Hackensack band of the Delaware tribe who inhabited northern New Jersey at the time of the first coming of the Dutch discoverers. The author might, perhaps, make the Indian superstitions a bit clearer as such, but the adventures of 10-year-old Ride the Wind and Red Feather, his little sister, will satisfy any imaginative child of 8 to 12. Language and sentence construction suggest the use of the book in the third and fourth grades. The illustrations of Herbert Stoops set a higher standard of simple and vigorous line drawing than is found in books for school use.

Legislative Action in 1935 Affecting Financial Support of Public Education

By Ward W. Keesecker. Bulletin No. 158, February, 1936, issued by the United States Office of Education, Washington, D. C.

This bulletin offers a digest of the principal legislative enactments of 1935, affecting the financial support of education. During the year legislatures in 47 states enacted 1500 laws relating to general taxation, school revenue, distribution of school funds, and school expenditures. Legislature during the year showed a tendency to restore teachers' salaries, to lengthen school terms, and to promote more uniform school systems. In a number of states, the state responsibility was increased for the financial support of schools or to strengthen the instrumentalities of the state for uniform state-wide school facilities. From the standpoint of school revenue, it is significant to note several tendencies in general legislation affecting taxation: (1) to utilize and develop nonproperty tax systems; (2) to increase state responsibility for the support of public schools; (3) to increase state control over public-school expenditures; (4) to improve or revise methods of distributing state school funds; and (5) to promote efficiency in the administration of public-school funds.

Opening and Closing Dates of City School Terms, 1935-36

Paper, 8 pages. Bulletin No. 3, March, 1936, of the Research Division, National Education Association, Washington, D. C.

This bulletin is a report on the opening and closing dates of the school term and represents a study of 133 city school systems and 110 colleges and universities. The data shows that school terms in 3 cities open before September; in 103

cities from September 1 to 9; in 24 cities from September 10 to 19; and in 3 cities from September 20 or later. There appeared to be more variation in the time of closing the school term. School systems in 2 cities closed before May 20; in 37 cities from May 20 to 31; in 40 cities from June 1 to 9; in 38 cities from June 10 to 19; in 13 cities from June 20 to 30. Three cities did not report.

The Progressive Spelling Series

Seven books. Paper, 32 to 46 pages each; price, 16 cents each. Silver, Burdett & Company, Newark, N. J.

This series of spellers provides a book for each year, beginning with the second year, and continuing through the eighth. The series includes 3,000 words to be studied intensively and a total of 4,008 words, all carefully graded on the basis of the latest scientific findings. The method utilizes the vocabulary preview and a review drill in addition to the main study of word groups. The diagnostic tests are carefully arranged to permit of remedial work. A teacher's manual is provided.

Teaching Methods and Testing Materials in Business Mathematics

By R. R. Rosenberg. Cloth, 278 pages. Price, \$1.20. The Gregg Publishing Company, Boston, New York.

The author limits himself to a discussion of the special methods to be used in teaching business arithmetic at the secondary-school or business-school level. Each of the chapters suggests the immediate objectives, a method of presentation, and specific comments on emphasis, type problems, and common difficulties to be overcome are included.

New Paths to Reading

Book I. By Anna D. Cordts. Cloth, 230 pages. Price, 64 cents. Ginn & Company, Boston, Mass.

This first reader is a sequel to the preprimer and primer by the same author. The contents are arranged in five large units, which involve such typical child interests as play and work, and such activities as the study of new words and experience reading. Each of the units is intended to develop the child's phonic skill, vocabulary, and silent-reading abilities. The book includes an exceptionally large vocabulary, but fully within the understanding and the abilities of the first-grade child.

The English of Business

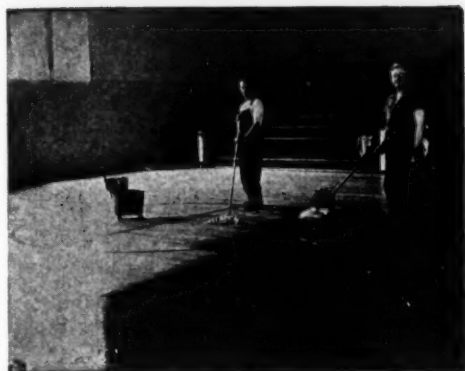
By Hubert A. Hagar, Lillian G. Wilson, E. Lillian Hutchinson, and Clyde I. Blanchard. Cloth, 318 pages. Price, \$1. The Gregg Publishing Company, New York, Chicago, Boston.

This book approaches the problem of English instruction in the commercial department of high schools, first, from the standpoint of correction, and secondly from the standpoint of constructive growth. The first half of the book is intended as a complete review of grammar, of the basic principles of writing, and the effective use of oral English. There is much drill on common errors and correct usage. The second half of the work provides in a series of carefully planned units, an intensive study of the art of writing letters. The purpose here is to develop not simply the bare conventions and techniques of writing, but to enable the students to express themselves forcefully and clearly in letters as one of the important forms of selling, etc.

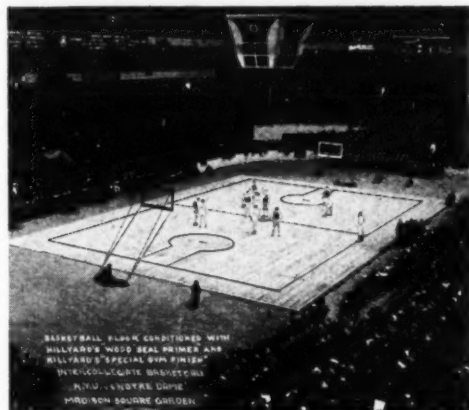
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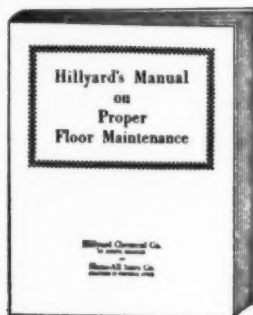
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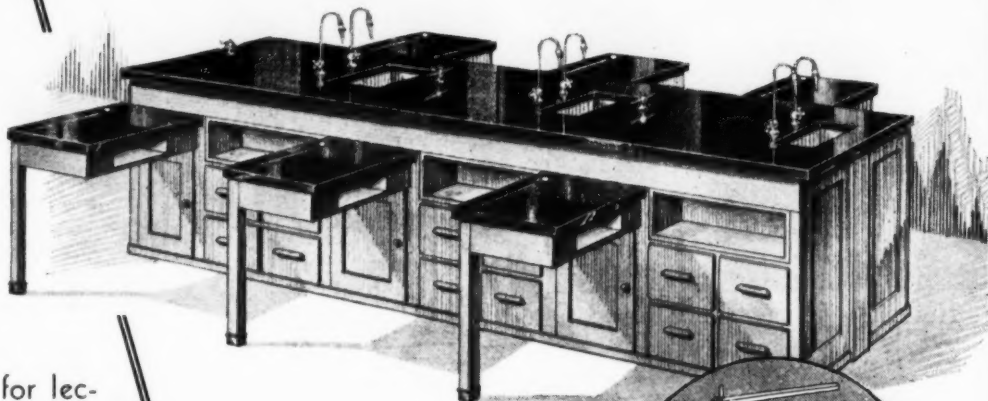
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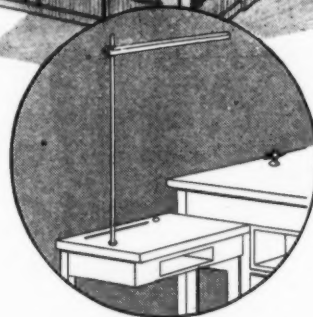
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PORTLAND FINANCIAL MEMORANDUM

The board of education of Portland, Oregon, issues through its school clerk, Mr. E. T. Stretcher, a monthly financial memorandum, which contains in three brief pages, a complete summary of the important statistical and financial facts which the board of education and the citizens generally desire. The main heads are:

General Information, including some 25 items, with emphasis on the population, enrollments, number and cost of instruction for the different types of schools.

Warrants, a statement of the uncalled warrants held by the school district.

Bonds, the total bonds outstanding and the payment due each year, with interest for five years to come.

Sinking Fund, complete data on the redemption of bonds and bond interest, including short-term issues.

Overlapping Debt, a statement to indicate the total debt content of the county, the city, the port, the dock commission, and the school district.

The Debt Limit on the total assessed valuation of the city.

The Assessed Valuation of the school district for five years past.

Tax Collections, including the total levies for five years past, delinquencies, and uncollected balances.

Per Cent of the 1935 and 1936 taxes, including the total of the tax roll, the per cent collected, and the amount collected.

The 1936 Tax Dollar, including a statement of the millage and of the percentage of the total local tax levied.

The Budget Income and Disbursement for five years past.

The General Fund, a statement of the current deficit, banks indicated, the safety of deposits.

Average Annual Salaries of teachers and principals, including the number who possess no general classification.

Summary of the Financial Situation at the end of the year 1935, with emphasis on the building fund, trust funds, cafeteria fund, debt fund, and general fund.

Uncalled Warrants, an outline of the situation.

MINNESOTA SUMMER SCHOOL FOR PUBLIC-SCHOOL CUSTODIANS

The University of Minnesota, in Minneapolis, has announced the completion of arrangements for its fourth annual summer school for public-school janitors, engineers, and custodians, to be held from June 8 to 13.

The school, which will be in session for a period of one week, will be held at the University building, and will be open to all school custodians who have charge of the heating, ventilating, sanitation, and maintenance of buildings. The summer course has as its main objectives, to give the custodian a better understanding of his job and his relation to the community; to analyze and present a selected group of topics in a summarized form, and to cover them in a week of intensified study and work; and to demonstrate to the custodian not only how to do his work, but when, and why.

The summer training work is divided into four main divisions, as follows:

1. Housekeeping and sanitation
2. Heating and ventilating
3. Maintenance and management
4. Engineer's license preparation

Students who attend the summer school will find a complete staff of instructors, a well-selected course of study, a laboratory and demonstration school, and an extensive school system for practical field work. All students are required to pay a registration fee of \$10, in addition to a fee of \$2 for books.

NEW SUPERINTENDENT OF CHICAGO SCHOOLS

The Chicago board of education, by a vote of nine to one, has elected Dr. William H. Johnson superintendent of schools, to succeed the late William J. Bogan. Doctor Johnson has been recently assistant superintendent in charge of high schools.

Doctor Johnson, who is 40 years of age, is the fourteenth superintendent of the Chicago schools and the first Chicago-born man to head the office since it was created in 1854.

He received his early education at the Langland elementary school and the Tuley High School, and from 1913 to 1915 attended Beloit College. In 1917, he was graduated from Northwestern University, and in 1923 received the Degree of Doctor of Philosophy from the University of Chicago.

His first work as a teacher was at the high school at Palatine, Ill. During the war he served as a research chemist in the chemical warfare service, and in 1919 was elected head of the chemistry department of Rockford College. In 1920, he became dean of the Junior College at Fort Scott, Kans., and in 1921 science instructor in the Lane Technical High School. In 1924, he was appointed professor of education at the Chicago Normal College, and two years later was transferred to an elementary principalship. In 1935, he was made assistant superintendent upon nomination by Superintendent Bogan.

During the past ten years he has been lecturer on education in the Graduate School of Loyola University, Chicago. Doctor Johnson has had wide experience as an author of articles on education, and was editor of the *Chicago Schools Journal*. He is a member of the National Education Association, the Department of Superintendence, and the Phi Delta Kappa.

THE N. E. A. MEETING IN PORTLAND

The officers of the National Education Association have announced the completion of arrangements for the seventy-fourth annual meeting of the Association, to be held June 28 to July 2, in Portland, Oregon. The meeting will take place in the Portland Civic Auditorium and in the more important hotels located in the heart of the city. The exhibits will be housed in the exhibition hall of the Auditorium.

The general theme for the meeting is "Education Moving Forward." The program provides eight general session meetings, including three sectional discussions of topics relating to general theme of the convention. A number of outstanding speakers in the field of education have been obtained to address the gathering.

NATIONAL CONFERENCE ON VISUAL EDUCATION

Announcement has been made of the National Conference on Visual Education, which is to be held four days, from June 22 to 25, at the Francis W. Parker School, in Chicago.

A set program will be followed each day of the conference, except on Tuesday evening, June 23, which will be devoted to the annual dinner. Selected industrial and educational films will be shown as examples of the best current practice, and there will be papers and discussions on developments in visual education by the leading exponents in the field. Information on the conference is available from Mr. A. P. Hollis, 1111 Center St., Chicago, Ill.

PERSONAL NEWS

● Mr. C. E. HAGIE, author of the article, "What the School Board Should Demand of Teachers' Colleges," published in the April issue of the JOURNAL, is superintendent of schools at Aurora, Minn.

● The school board at State Center, Iowa, has elected Mr. M. E. HILLEMANN as president, and Mr. FRANK C. BROWN as vice-president.

● The school board at Columbus Junction, Iowa, has elected Mr. R. S. JOHNSTON as president, and Mr. B. H. SHEARER as vice-president.

● PERLE HICKS has been elected president of the school board of Toronto, Iowa.

● Mr. H. C. PINKHAM has been elected president of the school board at Goldfield, Iowa.

● Mr. RAY PETERS has been elected president of the school board at Marcus, Iowa.

● Mr. C. J. CHRISTENSEN has been elected president of the school board at Linn Grove, Iowa.

● Dr. J. C. DECKER has been elected president of the school board at Sioux City, Iowa.

● Mr. A. L. SCHOLL has been elected president of the school board at Maquoketa, Iowa.

● Mr. JAMES G. RANDALL, treasurer of the school board of Duncan, Okla., died at his home on March 11, after a brief illness. Mr. Randall had been treasurer of the board for three years.

● The school board of Packwood, Iowa, has elected Mr. C. W. CLARK as president, and Mr. J. E. WALLACE as treasurer.

● The school board of Eldon, Iowa, has elected Mr. D. O. CUMMINS as president, and Mr. L. N. FRESCOLN as secretary.

● Mr. J. A. GINGRICH has been re-elected as president of the school board of Middletown, Iowa.

Announce Seventh Annual School Administrators' Conference in Nashville

The seventh annual school administrators' conference, held annually at the call of the George Peabody College for Teachers, will be held at the College in Nashville, Tenn., June 11 to 13, 1936. The conference is attended regularly by approximately one thousand teachers, supervisors, and school administrators who come from all parts of the United States.

An exhibit of commercial products will be held in connection with the conference.

Information concerning the program and speakers can be obtained from Mr. Dennis H. Cooke, and concerning exhibits from Mr. Ray L. Hamon, of Peabody College, Nashville, Tenn.

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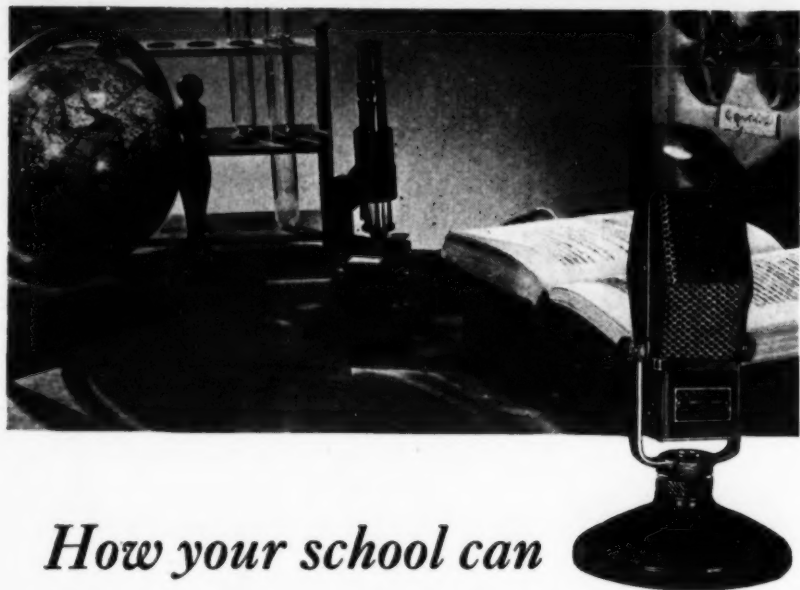
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Personal News of Superintendents

- SUPT. IRVING MUNSON, of Kankakee, Ill., has been re-elected for another year.
- SUPT. H. H. CHURCH, of Fremont, Ohio, has been re-elected for another two-year term.
- SUPT. C. J. CHRISTIANSON, of Clarion, Iowa, has been re-elected for a three-year term.
- SUPT. H. N. PETERSON, of Alexandria, Minn., has been re-elected for another year.
- MR. LOUIS M. KLEIN has been elected superintendent of schools at Harrison, N. Y.
- SUPT. H. M. LINDERMAN, of Canova, S. Dak., has been re-elected for another year.
- SUPT. O. B. PHILLIPS, of Luverne, Minn., has been re-elected for another year.
- MR. E. J. SWEENEY, superintendent of schools at Shakopee, Minn., died at his home on March 4, following an illness of pneumonia. He had been superintendent of schools for the past twelve years.
- SUPT. L. S. HARBO, of Osakis, Minn., has been re-elected for another year.
- SUPT. C. E. DUDLEY, of Henderson, Ky., has been re-elected for a three-year term.
- MR. O. C. LYON, of Warren, Ark., has been elected superintendent of schools at Hampton, to succeed U. C. Barnett, who has resigned.
- MR. W. T. SMITH has been elected superintendent of schools at Mediapolis, Iowa, to succeed W. A. Tracy, who has resigned.
- SUPT. CHARLES P. HOWELL, of Ponca City, Okla., has been re-elected for another year.
- SUPT. L. A. HARTLEY, of Guymon, Okla., has announced his resignation, to become effective on June 1.
- SUPT. J. H. KRAMER, of Miller, S. Dak., has been re-elected for the next year.
- SUPT. G. G. KOTTKE, of Windom, Minn., has been re-elected for another year.
- SUPT. W. H. WEISS, of Bethlehem, Pa., has announced his resignation with the close of the school year in June.
- SUPT. EMIL ESTENSON, of Buhl, Minn., has been re-elected for his eighth term.
- MR. THOMAS W. FIGLEY has been re-elected superintendent of schools at Glouster, Ohio.
- SUPT. L. S. DEVOE, of Plattsmouth, Nebr., has been re-elected for a three-year term.
- SUPT. D. R. LIDIKAY, of Council Grove, Kans., has been re-elected for another year.
- SUPT. V. M. LISTON, of Fort Scott, Kans., has been re-elected for another year.
- SUPT. A. W. GLAD, of Pratt, Kans., has been re-elected for another year.

- SUPT. SELMER H. BERG, of Rock Island, Ill., has been re-elected for a new three-year term.
- SUPT. FRED J. WILLIAMS, of Portland, Mich., has been re-elected for another year.
- MISS MARGET L. KEEFE has been re-elected as superintendent of schools at Hamden, Conn.
- MR. C. J. CHRISTIANSEN, of Manistee, Mich., has been elected superintendent of schools at Brighton.
- MR. F. H. BAIR, of Shaker Heights, Ohio, has been elected superintendent of schools at Bronxville, N. Y.
- SUPT. LESLIE A. BUTLER, of Grand Rapids, Mich., has announced his resignation, to take effect about September 1.
- MR. MILLARD F. ANDREW, 78, a retired educator and a former superintendent of schools at Clarksville, Ohio, died of heart disease, in Cincinnati, on March 23. He was a graduate of the National Normal University at Lebanon, and had served as superintendent in a number of communities in Ohio.
- MR. HARRY P. MURPHY, of Kokomo, Ind., has been elected superintendent of schools at Hoover, Mich.
- MR. CHARLES L. EDWARDS, superintendent of schools at Carlyle, Ill., has announced his resignation, to take effect at the close of the school year in June.
- SUPT. A. E. WRIGHT, of Gibsonburg, Ohio, has been re-elected for a new three-year term, at an increase in salary.
- SUPT. O. H. RICHTER, of Oconto Falls, Wis., has been re-elected for another year.
- SUPT. L. C. MALO, of Vernon Center, Minn., has been re-elected for another year, at an increase in salary.
- MR. RALPH RADCLIFFE, superintendent of schools at Dormont, Pa., died in a hospital on March 15, following a week's illness of appendicitis. He was a graduate of the Indiana State Normal School and the University of Pittsburgh, and had been at Dormont for 17 years.
- MR. L. B. PEAK has been elected acting superintendent of schools at Sulphur, Okla., to succeed L. E. McBride, who has resigned.
- MR. IAN PIERCE has been elected superintendent of schools at Hazelton, Kans.
- SUPT. L. H. MOSSER, of Blue Rapids, Kans., has announced his resignation.
- SUPT. D. L. MURRAY, of Mason, Mich., has been re-elected for a new term.
- SUPT. W. F. SHIRLEY, of Marshalltown, Iowa, has been re-elected for a three-year term.
- SUPT. T. B. WARREN, of Nevada, Iowa, has been re-elected for his eighteenth year.
- SUPT. A. E. BOYD, of Whitesboro, Tex., has been re-elected for another term.
- MR. A. O. HAINLINE has been elected superintendent of schools at Belleville, Kans., to succeed S. H. Smith.
- SUPT. H. W. ANDERSON, of Bellevue, Iowa, has been re-elected for another year.
- SUPT. R. J. MOURER, of Missouri Valley, Iowa, has been re-elected for another year.
- SUPT. E. A. RALSTON, of Washington, Iowa, has been re-elected for the next year.
- SUPT. J. H. PEET, of Cedar Rapids, Iowa, has been re-elected.

- SUPT. P. C. LAPHAM, of Charles City, Iowa, has been re-elected for the next year.
- MR. JOHN MOORMAN, of Mt. Pleasant, Iowa, has resigned in order to take advantage of a research fellowship in Iowa State University.
- MR. H. E. NORTHEY has been re-elected as superintendent of schools at Columbus Junction, Iowa.
- SUPT. W. C. JACKMAN, of Sheldon, Iowa, has been re-elected for a three-year term.
- MR. JOHN A. JOHNSON has been elected superintendent of schools at Mountain Lake, Minn.
- SUPT. CLIFFORD J. SCOTT, of East Orange, N. J., has been re-elected for a five-year term.
- MR. EDWARD G. LYLE, a textbook representative and former school superintendent, died at his home in Kansas City, Mo., on March 17, after a short illness. Mr. Lyle, who went to Kansas City ten years ago, was formerly superintendent of schools at Monroe City and Memphis, Mo., and at Fort Collins, Colo. He became a representative of D. C. Heath & Company, textbook publishers and was a traveling agent for the firm for forty years.
- MR. JAMES A. ROBERTS, assistant commissioner of education of Tennessee, and a former superintendent in Hamilton County, died on March 17, in Nashville, after a long illness. Mr. Roberts received his professional education at the University of Chattanooga, Peabody College for Teachers, and the University of Chicago. After serving as teacher and principal of several schools, he was elected superintendent of the Hamilton County schools in 1920, a position he held for six years. Later he was on the staff of the state education department as high school supervisor, and more recently he had held the position of assistant commissioner.
- SUPT. SILAS GAISER, of Salem, Oreg., has been re-elected for a three-year term.
- MR. L. B. REID has been elected superintendent of schools at Houston, Miss.
- MR. J. M. HERMAN, of Lanesboro, Minn., has been elected superintendent of schools at Windom. He succeeds O. G. Kottke.
- MR. F. M. SHELTON, superintendent of schools at Springfield, Ohio, has resigned to become supervisor of high schools for the State of Ohio. His headquarters will be in Columbus.
- MR. C. S. EVANS has been elected president of the school board at Everly, Iowa.
- DR. E. N. STOFFEL has been re-elected as president of the school board at Wyoming, Iowa.
- MR. H. H. REICHELT has been elected president of the school board at Kellogg, Iowa.
- MR. C. L. LUTHER has been re-elected as president of the school board at Luther, Iowa.
- The school board at Fort Dodge, Iowa, has re-elected MR. FRANK COOLEY as president, and Mr. H. M. WASEM as vice-president.
- MR. ALFRED R. MACK, of North Easton, Mass., has been appointed supervisor of the State Division of Secondary Education.
- MR. H. A. ALLMAN, an instructor at Indiana University, has been elected superintendent of schools at Muncie, to succeed D. W. Horton.

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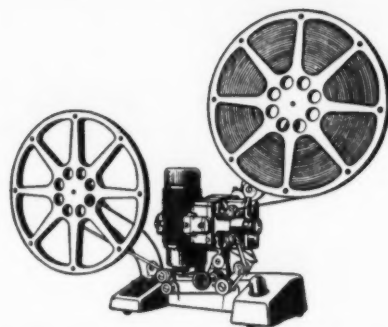
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FLICKERLESS PICTURES

Safeguard Young Eyes

● Early motion pictures flickered obviously and admittedly tired the eyes. Today, few projectors cause readily apparent flicker, and some have eliminated flicker.

But even though so reduced that it escapes recognition, flicker tends to cause eyestrain. That is one reason why Bell & Howell Filmo 16 mm. silent and sound film projectors, out of which all flicker has always been eliminated by superior engineering, are preferred.

Before you buy, see in a Filmo demonstration how completely free from flicker are Filmo pictures. Notice, too, Filmo's superiority in those other eye-safeguarding requirements—picture steadiness and uniform screen illumination.

There are sound and silent Filmo 16 mm. Projectors for every school need, priced from \$125.

BELL & HOWELL COMPANY

1814 Larchmont Ave., Chicago
NEW YORK • HOLLYWOOD • LONDON

● MISS HATTIE WARNER has been appointed acting superintendent of schools at Nicholasville, Ky., to succeed Mr. H. C. Burnette, who has resigned to take a position with a publishing firm.

● SUPT. D. A. SHEIDLER, of London, Ohio, has been re-elected for another year.

● SUPT. J. C. KORTHAL, of Enderlin, N. Dak., has been re-elected for another year.

● MR. ARLE REED, of Nashville, Mich., has been elected superintendent of schools at Sunfield.

● SUPT. C. J. CHEVES, of Gainesville Ga., has been re-elected for a third term.

● DR. GERALD M. WELLER, of Venice, Calif., has accepted the position of boys' vice principal of the Audubon Junior High School, Los Angeles, Calif. Dr. Weller was formerly director of counseling in the Venice Junior-Senior High School at Venice, Calif. He has contributed a number of articles to the school literature on topics pertaining to the financing of the public schools.

● SUPT. ELMER MOE, of Greenville, Iowa, has announced his resignation, effective at the end of the present school term.

● SUPT. C. A. VERNON, of Oakland, Iowa, has announced his resignation at the close of the school term.

● SUPT. C. W. CRUIKSHANK, of Mt. Pleasant, Iowa, has announced his resignation, to take effect at the close of the school year.

● SUPT. F. P. PAGE, of Perry, N. Y., has resigned, effective at the close of the school year.

● MR. A. D. HUBER has been elected superintendent of schools at Alma, Mich.

● MR. R. D. RICHARDSON has been elected superintendent of schools at Perry, N. Y., to succeed F. P. Page.

● MR. G. G. BELLAMY, of Nichols, Iowa, has been elected superintendent of schools at Winfield.

● SUPT. W. F. JOHNSON, of Harlan, Iowa, has been re-elected for a three-year term.

● SUPT. H. L. FORD, of Port Clinton, Ohio, has been re-elected for a three-year term.

● SUPT. M. G. DAVIS, of Ames, Iowa, has been re-elected for a three-year term.

● SUPT. F. T. HAWLEY, of Alba, Mich., has been re-elected.

● MR. M. H. BURKHOLDER, of Rushsylvania, Ohio, has been elected superintendent of schools at Millford.

● MR. H. A. DEAN, superintendent of schools at Crystal Lake, Ill., for 26 years, died at his home on March 29, at the age of 70. He was a graduate of Cornell College and Iowa State College, and had been superintendent at Crystal Lake since 1910.

● MR. JOHN K. HICKS has been elected superintendent of schools at Lenoir City, Tenn.

● SUPT. O. W. BEAUCHAMP, of DeWitt, Iowa, has been re-elected for another year.

● SUPT. A. R. MORLEDGE, of Wapello, Iowa, has been re-elected for another term.

● SUPT. W. F. ROSEMAN, of State Center, Iowa, has been re-elected for another school year.

● SUPT. D. S. YAPE, of Wayne, Mich., has announced his resignation at the expiration of his present contract. Mr. Yape has completed eleven years of service in the city schools.

● SUPT. J. H. NEVILLE, of Kirksville, Mo., has been re-elected for a two-year term.

● MR. H. E. WAITS, former superintendent of schools at Ludington, Mich., was recently awarded \$4,392 in the Mason County Circuit Court, representing his salary for one year under his terminated contract. Mr. Waits charged the Union School District No. 1 with breach of contract.

● MR. A. M. GRIFFIN, superintendent of schools at Orwell, Mich., has resigned to take up work in the county extension department. Mr. R. L. WILKERSON has been elected as superintendent, to succeed Mr. Griffin.

● The Court of Appeals, of Frankfort, Ky., has ordered the reinstatement of Mr. J. W. SMITH as superintendent of schools at Ludlow. The court, in its decision, held that charges on which the Ludlow board had dismissed Mr. Smith were insufficient.

Personal News of School Officials

● The school board of Clinton, Pa., has reorganized with the election of Mr. JOSEPH H. WILLIAMS as president, Mrs. EDWIN R. WOLVERTON as vice-president, and Mr. JOHN C. DALRYMPLE as clerk.

● The school board of Fair Lawn, N. J., has elected Mr. HARRY BERNSTEIN as president, and Mr. JAMES SANDS as vice-president.

● The school board of Gillette, N. J., has reorganized with the election of Mr. WALTER NISSE as president, Mr. GEORGE KEELER as vice-president, and Mr. CHARLES MERTZ as clerk.

● MR. CLARENCE E. HINKLE has been elected president of the school board of Roswell, N. Mex. Mr. JOE J. LANE was re-elected vice-president, and WILL PURDY secretary.

● The school board at Owatonna, Minn., has reorganized with the election of Dr. E. W. SENN as president, Miss KATHERINE L. BEMIS as clerk, and Dr. C. L. MELBY as treasurer.

● The school board at Oxford, Iowa, has elected Dr. C. O. PARKS as president, Mr. CYRIL BUELNE as secretary, and GEORGE ROBERTSON as treasurer.

● MR. L. H. SPRINGER has been elected president of the Albion consolidated school board at Albion, Iowa.

● MR. I. R. CRANE has been re-elected as president of the school board of Livingston, N. J.

● MR. WILLIAM H. SHUART has been re-elected as president of the school board at Ramsey, N. J.

● The school board of Chatham, N. J., has reorganized with the election of Mr. HARRY BURGESS as president, Mr. HARRY ALLEN as vice-president, and Mr. WILLIAM M. HOPPING as clerk.

● The school board of Collingswood, N. J., has reorganized with the election of Mr. CHARLES KLOSS, SR., as president, Dr. H. S. WOOLSTON as vice-president, and Mr. H. M. RESTRIK as district clerk.

● The school board of Hillside, N. J., has reorganized with

the election of Mr. H. S. GENSEL as president, and Mr. H. C. OTTO as vice-president.

● MR. ROBERT V. BUCKLEY has been re-elected as president of the school board of Hohokus, N. J.

● MR. HARRY JAMES has been re-elected as president of the school board of Center Junction, Iowa.

● MR. R. S. JOHNSTON has been re-elected as president of the school board at Columbus Junction, Iowa.

● MR. JOHN W. SCHMITT, president of the board of education at Mankato, Minn., died at St. Joseph's Hospital on March 17. He was president of the board for three years.

● MR. JOHN BIRKHOFER has been re-elected as president of the school board at Settlement, Iowa.

● The board of education of Independence, Iowa, has re-elected Mr. C. L. FIESTER as president.

● DR. H. N. BRUECHERT has been elected president of the school board at Parkersburg, Iowa.

● MRS. W. E. WELDEN has been elected president of the school board at Iowa Falls, Iowa.

● MR. RAY PETERS has been elected president of the school board at Marcus, Iowa.

● The school board of Linn Grove, Iowa, has reorganized with the election of Mr. C. J. CHRISTOPH as president, and Miss AMELIA HANSEN as secretary.

● The consolidated school board at State Center, Iowa, has reorganized with the election of Mr. M. E. HILLEMANN as president, and Mr. FRANK C. BROWN as vice-president. The new members of the board are Mr. W. E. WATSON and Mr. CLIFFORD L. WEST.

● The school board at Dubuque, Iowa, has elected Mr. G. J. TIMMERMAN as president.

● MR. ROBERT REVELTS has been elected president of the school board at Calamus, Iowa.

● MR. ERNEST C. MARRINER has been elected president of the school board at Waterville, Me.

● The school board of Epsom, N. H., has reorganized with the election of Mr. W. H. TRIPP as president, and Mrs. FLORENCE L. YEATON as clerk.

● The school board of Deerfield, N. H., has elected Mr. HOWARD P. KING as president, Mr. GEORGE W. BROWN as clerk, and Mrs. NETTIE WHITE as treasurer.

● The school board of Center Ossipee, N. H., has reorganized with the election of Mr. H. C. LOVELOV as president, and Mr. W. R. CARTER as treasurer.

● The school board of Strafford, N. H., has elected Mr. LEWIS BROWN as president, and Mrs. BROWN as clerk. Miss FLOREY SMITH was named treasurer.

● MRS. PAUL E. SARGEANT has been elected a new member of the school board at Candia, N. H. Mrs. KARL J. PERSSON has been named as the president for the next year.

● The school board at Charles City, Iowa, has reorganized with the election of Mr. W. E. FRUDDEN as president.

● The school board at Cedar Falls, Iowa, has elected Dr. G. A. BAIRNISON as president, and Mrs. E. J. THIERMAN as vice-president.

● MR. B. A. LOUGEE has been elected president of the school board at Pittsfield, Mass.

● The school board at Fairfield, Iowa, has elected Dr. W. T. WEBB as president, and Dr. J. V. H. SCHANTZ as vice-president.

HOW TO TRANSFORM OILED FLOORS *into Beautiful Sealed Floors*



Are wood floors in your buildings dark and greasy from repeated oilings? Would you like to get these floors clear, bright, attractive . . . and, most important of all, sanitary?

You can accomplish the change simply and easily. The FINNELL System of Floor Maintenance provides everything you need.

First scrub out all the oil and filth with the FINNELL Electric Scrubber. Asesco Solvent Cleaner, a FINNELL product, used in solution, will act as a mineral oil solvent. Finola Scouring Powder will quickly remove all surface accumulations of dirt.

When the floor is clean and white, give it a final rinsing with a vinegar solution to neutralize any alkali. Now you are ready for the next step.

For Penetration or for Surface Sealing **FINNELL GLOSS SEAL**

In corridors and classrooms use a penetrating sealer such as GLOSS SEAL No. 9. When dry, rub down with steel wool beneath the brushes of a FINNELL Scrubber. Repeat the process if necessary. You will be rewarded with a floor of natural color, having a smooth velvety surface that will withstand hard wear without showing scuffs or scratches.

For other types of floors there are other grades. GLOSS SEAL No. 7 combines exceptional toughness and elasticity with penetration. Leaves little or no surface film. For a particularly glossy finish, a surface sealer such as GLOSS SEAL No. 1 is often preferred, especially on gymnasium floors.

Get Ready for Summer Renovation



Give all your floors, no matter what their previous treatment, a thorough cleaning this summer. Then maintain them regularly with a FINNELL Scrubber-Polisher. Once treated with GLOSS SEAL, an occasional scrubbing will remove all dirt and stains, and a fresh coat of GLOSS SEAL once a year will keep them like new.

Sturdy, speedy, silent, backed by a nationwide service, the FINNELL will yield big dividends in actual savings as well as greater cleanliness and beauty. Many models to choose from. A right size to meet every budget.

Act now. Get a head start to floor maintenance economy. Let our representative make a survey of your floors and show you what the FINNELL will do. For quick action, give details of number and size of buildings, kind of floors, method of maintenance. Address FINNELL SYSTEM, Inc., 805 East Street, Elkhart, Indiana. Canadian Distributor: Dustbane Products, Ltd., 207 Sparks Street, Ottawa, Ontario.

FINNELL SYSTEM **OF FLOOR MAINTENANCE**

LANE TECH Stores Thousands of Tools in LYON TOOL CRIBS

Lane Technical High School of Chicago requires thousands of tools for use in shop instruction. In practically every one of the many departments of this gigantic institution, Lyon Cribs are used to maintain systematic tool storage. This is one of hundreds of schools using Lyon foremen's desks, bar racks, lockers, benches, cabinets and shelving for orderly storage. This complete line of steel equipment is the result of twenty-five years' experience in meeting School requirements.

In Lyon Tool Cribs various sized compartments are provided in each unit for different sized and shaped tools. Any Lyon Tool Crib can be fitted with doors and locks to protect expensive tools and precision instruments.

LYON METAL PRODUCTS, INCORPORATED
1505 RIVER STREET AURORA, ILLINOIS

Send the coupon for full details of Lyon School Equipment

LYON METAL PRODUCTS, INCORPORATED
1505 River St., Aurora, Ill.

Gentlemen:

Please send me descriptive information on:

- ☐ Tool Cribs ☐ Steel Benches ☐ Storage Cabinets
☐ Lockers ☐ Folding Chairs ☐ Steel Shelving

Name of Individual _____

School _____

Street Address _____

City _____

State _____



The 8 million Lyon Steel Lockers in use gives convincing evidence of their quality and performance. Ask for Catalog 233-B.



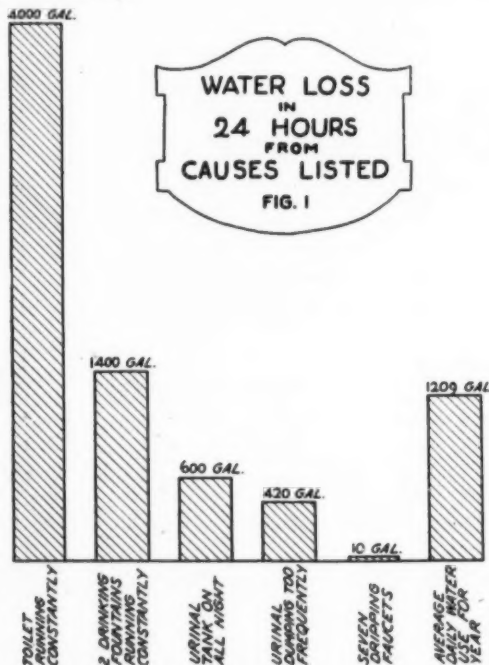
Correct pitch for restful easy posture make Lyon Steel Folding Chairs extremely comfortable. Non-tipping design is one of many safety features. Catalog No. 835-B.



REDUCING WATER LOSSES IN A SMALL HIGH SCHOOL

(Concluded from Page 36)

Leaky faucets were suspected of being one of the chief sources of loss, but the meter readings disclosed that seven dripping faucets only wasted five gallons of water in twelve hours, or ten gallons a day.



It was found that by installing a valve to close a self-emptying urinal tank at night, a saving of 600 gallons a day could be effected. Increasing the time between two successive flushes of this tank from four to twenty minutes reduced the daily water consumption by another 420 gallons. The decided saving made by this change is shown in Figure 1.

Because two drinking fountains had been allowed to run constantly, a test was made to de-

termine the amount of water used. It was found that 360 gallons of water in six hours, or about 1,400 gallons in a day, were used in this way.

Use of the shower by the various athletic organizations had been suspected as one of the major uses of water, but it was found that an average of only ten gallons a person was used for showers.

Some of the other uses of water are shown below:

Use	Average Number Gallons	Number of Readings Averaged
School, morning	436	92
School, afternoon	481	91
Basketball practice	254	54
Basketball game	368	12
Night public meeting	160	4

The column, "Readings Averaged" indicates somewhat the dependability of the averages. For example, the figures for "school use" are the average over 90 readings and are more dependable than those for "night public meetings" which represent the average of only four readings.

These results might be summarized by saying that the greatest causes of waste were not suspected, while the more obvious leaks, such as faucets and shower heads, used very little water.



The final result of these meter readings was a reduction in the school's monthly water bill from \$60 to an average of \$10. In order to locate new sources of water waste, it was necessary to continue reading the meter. Any abrupt increase in water consumption brought an immediate inquiry from the janitor. At the time of writing, the janitor continues to take the periodical meter reading each day.

A PUPIL'S PROGRESS REPORT

(Concluded from Page 43)

After you have carefully examined this progress report and have considered it with your child and added any suggestions which you may wish to make, will you please honor it with your signature and return it to the homeroom teacher through the courtesy of your child no later than December 5th?

Sincerely yours,

.....Teacher of English Grade
.....Supervising Principal

Parent's Signature.....

A letter to the parent or guardian is sent with the report. A copy of a typical letter sent to parents is given below:

NETHER PROVIDENCE PUBLIC SCHOOLS
WALLINGFORD, PENNSYLVANIA

December 3, 1935

Parents and Guardians:

We are happy to inclose the report of your child for the first period. Where we have discovered learning difficulties or other problems, a special report has been prepared for you which has a threefold purpose: (a) an attempt to locate the difficulty, (b) a statement of what is being done to assist in correcting the difficulty, and (c) suggesting phases in which the home may lend its help, encouragement, and guidance. Your helpfulness and sympathetic co-operation will avail much.

We hope that you will find time to visit us, if not this week, then in the days which are ahead. You will be welcome to attend our assemblies and opening exercises.

May we also extend an invitation to you to attend the parent-teacher association meeting on Monday evening at 7:30 p.m.?

Sincerely yours,

Homeroom Teacher of.....Grade

.....Supervising Principal

Suggested Study Schedule of.....
In School Periods
I, II, III, IV, V, VI
Subjects I, II, III

Costs Less!

IN THE LONG RUN!

CAR-NA-VAR

TRADE MARK REG. U.S. PAT. OFF.

THE PERFECT FLOOR TREATMENT

● Perhaps not the cheapest in initial cost . . . but you certainly will find Car-Na-Var decidedly cheaper in the long run! Car-Na-Var is the original floor treatment combining the durability of varnish with the pliability of wax . . . a heavy-duty treatment that will outwear any wax on the market. Result—fewer applications required and a substantial saving in material and labor. Floor Seals are unnecessary with Car-Na-Var.

● "Though other waxes cost less initially," writes Chicago's Stickney School, "they certainly cannot stand the wear and tear like Car-Na-Var and they therefore cost more in the end—apart from the extra labor in re-waxing more often. We think very highly of Car-Na-Var and have no intention of considering any other floor treatment."

● Webster City, Iowa's School Superintendent, B. E. Beard writes: "We tried a number of water waxes on our terrazzo floors and find that Car-Na-Var will last longer than any of its competition and is more of a filler for our mastic floors in the class rooms."

● IF YOU HAVEN'T A FLOOR MACHINE USE

CAR-NA-LAC

LACQUER-LIKE FLOOR FINISH

not water spot. May even be used on out-of-door surfaces. Car-Na-Lac is made to last.

Applied with a mop or cloth like liquid wax. Levels itself out like lacquer. Dries in less than 30 minutes with a streakless lustre. Improves with age. Will

● Here's what Southern Junior College, Collegedale, Tenn. writes: "Since getting the first drum of Car-Na-Lac we have tried several other kinds and have again returned to your product. While it costs twenty to fifty cents a gallon more, we believe the results are such to warrant the additional price."

CAR-NA-SEAL

WEARS LIKE LEATHER

like lustre, free from streaks and scratches, will not rubber-burn. Two types available: Car-Na-Seal for heavy duty service in gymnasium, classrooms, corridors, etc.; and Car-Na-Seal "Special" for laboratories, community centers, etc. (resists acids, alkalies, cigarette burns, etc.)

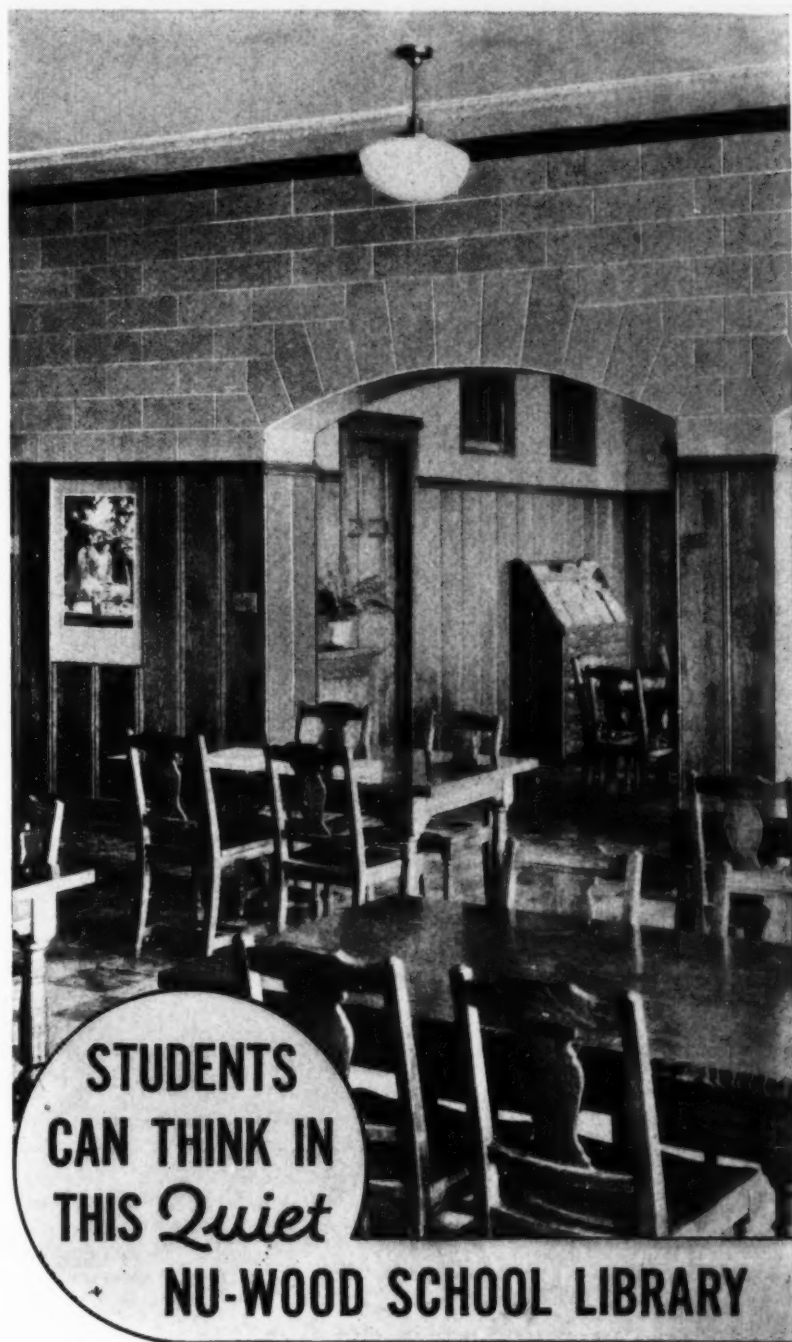
A deep penetrating seal and super-surfacer for wood, linoleum and other porous floors—tough as leather yet thoroughly pliable. Gives a smooth, satin-

Write for Prices and Further Details

CONTINENTAL CAR-NA-VAR CORPORATION

World's Largest Makers of Heavy-Duty Floor Treatments

1500 to 1800 E. National Road, Brazil, Indiana



Amazing—the quiet that Nu-Wood brings to school classrooms, libraries and auditoriums. Gone are distracting inside noises and unwelcome sounds from the outside.

If Nu-Wood did nothing more, it would be worth its cost. But it performs two other essential functions. It decorates with soft, glowing colors in a variety of patterns. It makes frequent decoration expense unnecessary. It is an efficient insulating material, assuring lower fuel bills and greater comfort. And, of course, it is permanent—needing only occasional cleaning to keep it fresh and new.

Nu-Wood is remarkably low in cost . . . it fits into the modest school budget. Investigate its possibilities—the facts are yours, for the asking, from your nearest Nu-Wood dealer or from us.

In the schoolroom above, Nu-Wood Tile above the wall panels creates outstanding attractiveness at low cost.

NU-WOOD

MADE BY THE MAKERS OF BALSAM-WOOD

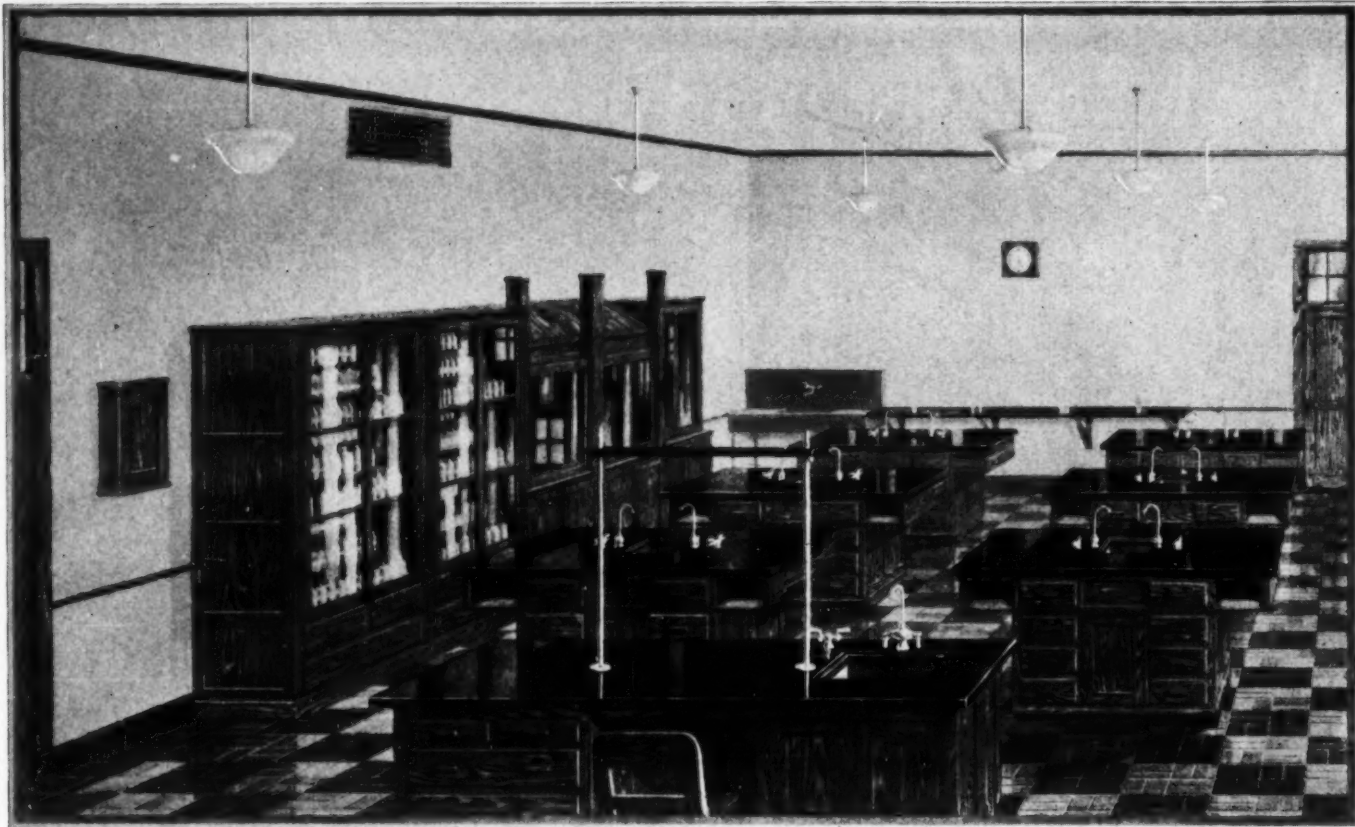
WOOD CONVERSION COMPANY
Room 133, First National Bank Building,
St. Paul, Minn.

I want to know more about Nu-Wood. Please send me, without obligation on my part, information and illustrations.

Name _____

Address _____

City _____ State _____

W
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This Chemistry Laboratory is one example of what can be achieved by giving us entire responsibility for plan, detail and workmanship. Walrus laboratory and vocational furniture for schools and universities has built-in quality—the right kind of materials, the right kind of design, the right kind of construction. And the price is right! Let us figure on your new equipment.

WALRUS MFG. CO.**DECATUR, ILLINOIS**

THE NEW
SELOC
GLASS BLACKBOARD

IS SO GOOD

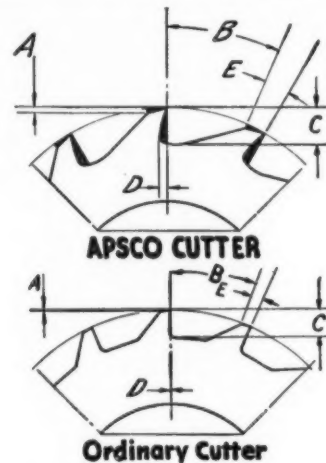
— because it is made of black plate glass with a **SUSPENDED ABRASIVE** uniformly dispersed throughout the glass while moulten. Not just a top surface treatment that wears smooth and slippery, but a blackboard that is surface perfect all the way through from back to front. Experimental tests equivalent to one hundred years wear leave Seloc Glass blackboards as good as new.

Why not specify Seloc Glass for that new school?

NEW YORK SILICATE BOOK SLATE CO., Inc.
20 VESEY STREET NEW YORK CITY

WHEN BUYING
PENCIL SHARPENERS

**We ask
YOU to
Compare
the Cutters**



—the heart of the machine. In it must be centered dependability and economy.

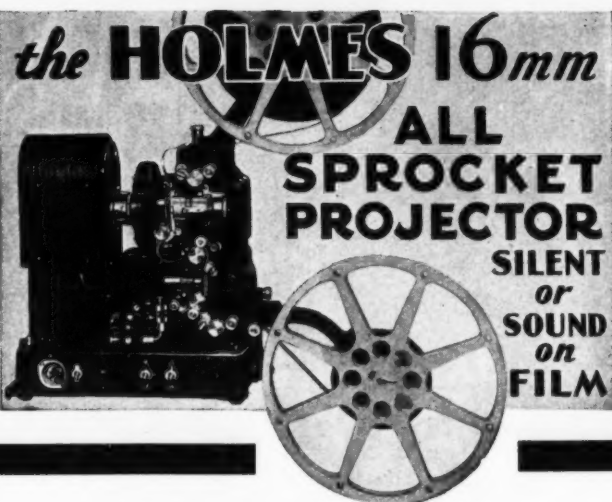
Only by comparing the cutters in one pencil sharpener with another can you be sure of real quality—and all APSCO models, regardless of price, will be your choice.

Look at the above illustrations which clearly illustrates the superiority of APSCO Automatic Pencil Sharpener Cutters in every detail. Explanation: A—Cutting Clearance, B—Chip Clearance, C—Depth of Tooth, D—Undercut, E—Strength of Tooth.

**Automatic
Pencil Sharpener Co.**

58 E. Washington St.

Chicago, Ill.



All
Shaft
Driven

Straight
Sound
Aperture

Direct
Beam of
Light on
Sound
Track and
Photo Cell

Hold Back
Sprocket

Filtered
Sound
Sprocket

PROFESSIONAL QUALITY

Ask any professional operator why these HOLMES 16mm features are so necessary to the finest sound reproduction and picture projection.

Write for full descriptive literature

HOLMES PROJECTOR COMPANY

Manufacturers of the World Famous 35mm Holmes Projector

1812 N. Orchard Street

No Belts
No Chains

No
Sound
Drum

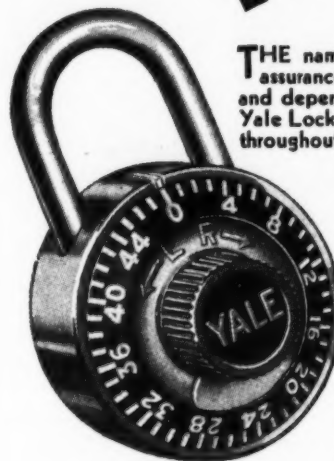
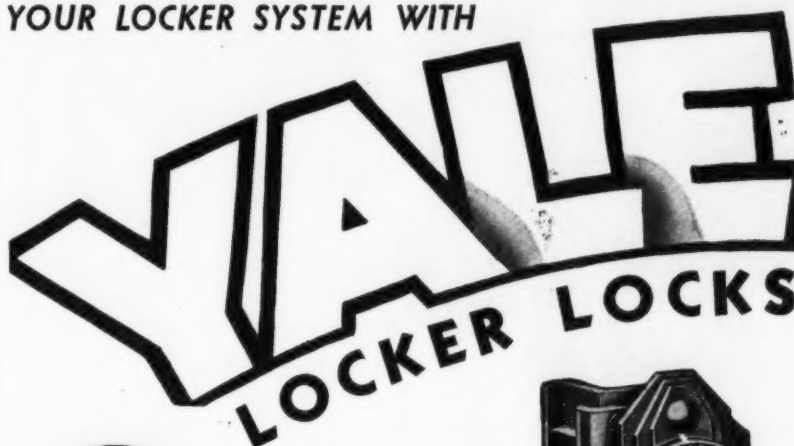
No
Reflected
Light From
Sound
Track to
Photo Cell

No Claw
Movement

No High
Speed
Shafts

Chicago

DURING THE SUMMER MODERNIZE YOUR LOCKER SYSTEM WITH

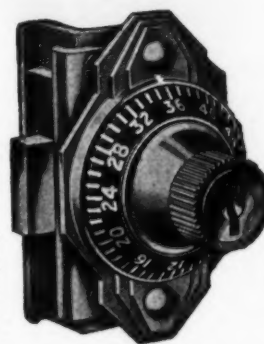


YALE
Combination Padlock
No. 579 (No. 589
has emergency con-
trol key)

THE name YALE is your assurance of the security and dependability for which Yale Locks are distinguished throughout the world.

YALE Combination Locker Locks combine protection with simplified supervision, eliminating the "lost key" nuisance. They are made to meet all requirements, both new installations and replacement.

YALE Combination Padlocks are ideal for use where lockers require padlock protection.



YALE
Combination Locker
Lock No. L3374
(with emergency con-
trol key)

WRITE FOR COMPLETE DETAILS
AND ESTIMATES

The YALE & TOWNE MFG. CO.
STAMFORD, CONN. U. S. A.

"SPECIFICATIONS" FOR A SCHOOL SUPERINTENDENT

(Continued from Page 16)

enemies as well as their friends. On the basis of this further information, either a choice may be made, or the selection may be further narrowed to two or three men, who may be requested to return for a second interview with the entire board. After a selection is made, all unsuccessful applicants should, of course, be notified and most of their papers returned to them.

Salary will be a secondary consideration with an applicant chosen by a process such as that here outlined, and it should be a secondary consideration with the board also. The salary should be generous, should represent a substantial increase for the person selected, should harmonize with salary practices in the school system generally, and should not depart too much from previous practice relative to the school superintendent's salary in the city. It should be of such amount that the board, if satisfied, will be able to reward the new superintendent financially when a second contract is tendered him at the end of his first term, which probably should not be less than three years in length.

SCHOOL REPORTS AND REPORT CARDS

(Concluded from Page 19)

responsibility for the performance of those tasks which are necessary to make any society a co-operative group of constructive workers.

"Our report differs from the form of yesterday because of its courteous and friendly approach to a problem of mutual interest; namely, the building of a personality. We hope the parents will study the philosophy of the new spirit, and see that our efforts are child centered, and not subject

centered. Considering the report card from this point of view, again we say, 'Are comparisons fair and just to the child?'

"The child who attends school regularly, discovers his interests as early as possible, develops his skills, grows in self-reliance and promptness, and develops proper habits of study, keeps in good physical condition, and contributes so that his classmates may advance as he advances, and is assured a reasonable degree of success.

"We have eliminated the formal report card in the elementary school, and are now working on a card that will best serve our secondary school in the light of the new-day philosophy. If you have any suggestions, we would be more than pleased to hear from you."

DR. ELMER L. MEYERS

(Concluded from Page 24)

football team, but also organized the first boys' literary society and the first high-school journal.

He then left to study medicine, returning to Wilkes-Barre to practice his new profession. When the Pennsylvania school code was enacted into law in 1911, increasing the number of school directors from six to nine members, his former pupils, who were now fathers and mothers, drafted and elected him into public service as school director.

His service has been invaluable due to his broad understanding of the problems of public-school education. He has particularly been a staunch friend of teachers and pupils. One of his first accomplishments was to help in raising the standards of teachers' qualifications, accompanied by a higher schedule of salaries.

Dr. Meyers has also been conspicuous in the business affairs of the schools. An advocate of economy he has never, however, yielded to sacrificing the high standards of education, attained by means of a sound and wise school policy. He was a courageous leader on the board during the

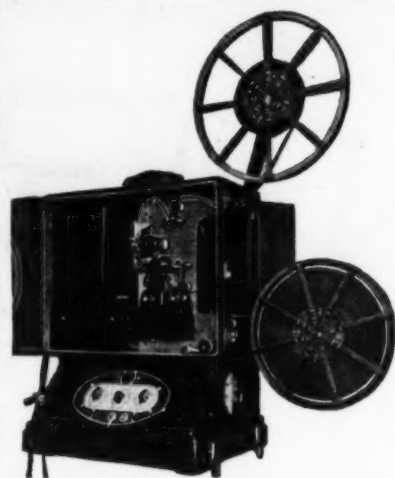
period from 1915 to 1930, when the school district engaged in the most outstanding achievement in its history. During this period two new high schools were constructed, one building completely altered, and additions made to five other schools, on the "pay-as-you-go" policy, at a total cost of nearly \$4,000,000. This building program was financed entirely from current revenues, without incurring any indebtedness. As a result of this policy, the taxpayers have been saved from the payment of heavy annual interest charges, the school district has been able to operate on a cash basis during the depression, and at the same time the property-owner's tax bill has been reduced when he needed it the most.

SCHOOL ADMINISTRATION AND SCHOOL ELECTIONS

(Continued from Page 32)

high school, or the junior college? In the determination of such policy, what factors in the relationship between educational results and educational expenditures shall be the determiners? What economies should the citizens demand? What economies can they afford? Should the junior college be a miniature under-division of the university or should it adjust its program to the needs of its students? What attitude should the city have toward state support of education? Toward national aid in the equalization of educational opportunity? Should the board be constantly alert in the promotion of such policies?

No one spoke of needed changes in the educational offerings of the cities. Local pride should not blind either candidates or voters to possible improvements. Perhaps every city needs more specific knowledge leading toward a determination of what "reading readiness" really is. The answer to such a question entails a great deal of change if current studies are indicative. Every secondary teacher recognizes the need for teaching children to read on the secondary level. These and other questions are only a part of the more general proposition that the schools are run for one purpose — the



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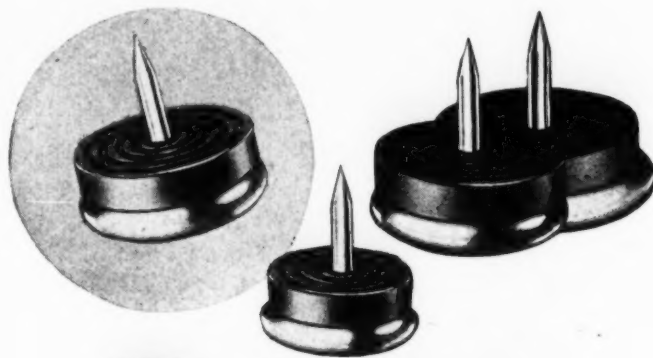
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education of the child and should therefore be administered by an expert, and that expert should be an educator.

Finally, no person seemed to think of the board membership in terms of responsibility for legislative of policies which would promote the chances of children in making better adjustment in a rapidly changing order.

To summarize, it may be said that the much-heralded conflicts which many communities have each year are indications of more widely scattered conflicts which are not publicized.

Professional people expect board members to be tolerant interpreters of current social conditions and to formulate such interpretations into legislative policy which they are willing to explain and defend before school patrons of every class. Experienced board members agree with this idea.

Candidates for board membership tend to agree with the ideas expressed by voters. They think of themselves largely as administrators. This tendency is shown in terms of what the candidate expects to do rather than in terms of what he expects to have done. School patrons are even further from the professional point of view than the candidates.

If such basic differences are to be overcome in the interest of the education of the child, educational leadership must become more democratically articulate. Those who now speak with authority professionally must also write for magazines which are widely read in a democracy. Readers who do not have professional background must have the principles dramatized in such a way as to make the conclusions specific and definite. The radio has been made to dramatize the values of automobiles, foods and many other items good and bad. May not education be dramatized as effectively for good? If the results are to be obtained such devices must be utilized.

EFFICIENCY OF A SCHOOL BUSINESS ORGANIZATION

(Concluded from Page 42)

determine the status of the budget expenditures at all times and to compare the cost of operation by schools and by functions.

The efficiency of the department of maintenance of buildings and grounds acting under the supervision of the business department may be measured by the cleanliness and proper upkeep of the buildings, by the beauty and utility of the school grounds, and by the type of custodians, gardeners, and repairmen employed. These latter should not be selected merely for their ability to handle the mechanical side of their jobs. The personal equation is also involved. They should be men of upright character since they are to come in contact with children, and they should also be able to cooperate with others in the school where they are employed.

The purchasing department, under the supervision of the business department, may be expected to keep up with the markets, to know qualities in the kinds of supplies and equipment used by schools, to furnish the schools with supplies and equipment promptly when needed, and to warehouse supplies and provide an adequate delivery system.

Another very important function of the business department is the handling of insurance. Efficiency in this direction may be measured by several different criteria, as follows: (1) Is the school system getting adequate and safe insurance at the lowest possible cost? (2) Is the insurance burden distributed so as to insure approximate annual equality? (3) Are the insurance agents of the city or district fairly treated in the distribution of policies?

Another function of the business department mentioned above is that of keeping informed on school legislation. In California, where the legislature passes at every session numerous laws affecting schools, the efficiency of the department may be judged by its ability to inform the board at any time on the status of legislation affecting the business side of school affairs.

Last, but by no means least, the efficiency of the business department may be measured by the ability of its head and his assistants to deal both with business men and the general public in a diplomatic manner. At all times, but especially now, it is necessary for the schools to do everything possible to cultivate good will.

PROBLEMS WITH WHICH STUDENTS NEED GUIDANCE

(Continued from Page 46)

Guidance in making adjustments. Someone has said that guidance is not an act but a process. Regardless of the care with which plans and choices are made, there is usually a need for follow-up guidance. It may be a lack of understanding between employer and employee. It may be some specific difficulty on the part of the individual which when isolated can easily be overcome. It may be the realization that a rechoice is needed. Prosser has pointed out that one of the most needed types of guidance is in the rechoosing of occupations; the same may be said of certain rechoices in schools. No amount of predictive evidence can wholly compensate for an actual trial in algebra, music, shopwork, basketball, and the like. It is true that adequate guidance given to students in planning should reduce the amount of adjustment needed later on. But with the present status of predictive measures, and with the changing standards in school and out, the safest procedure for the school is to continue its vigilance so long as available time and facilities permit.

The seriousness of these needs will vary with individuals, communities, and times. In some communities certain needs will be cared for by agencies outside of the school. The responsibility of educators in general and of guidance workers in particular is to determine which needs are not being met, and to provide a program for helping students where there is the greatest need.

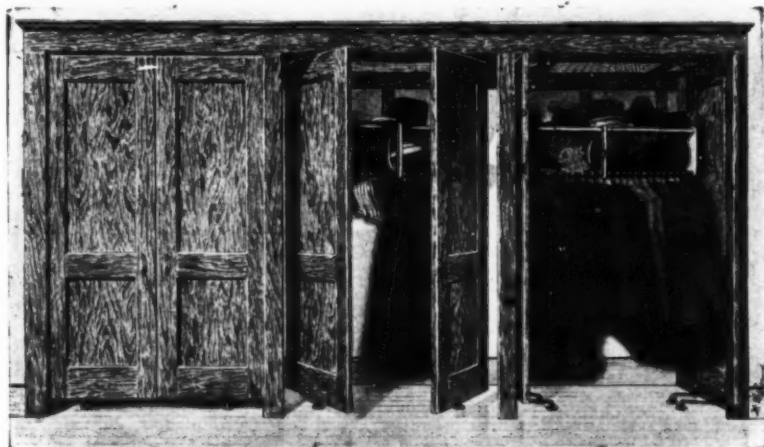
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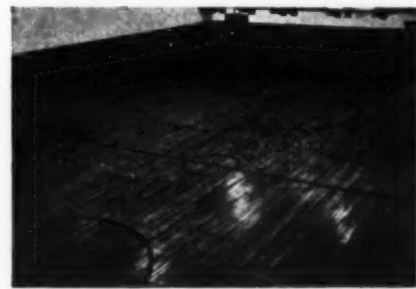
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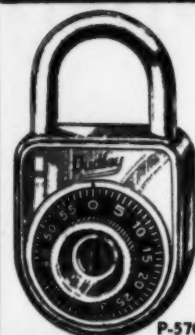
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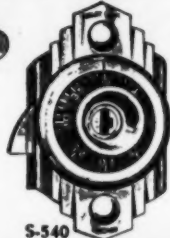


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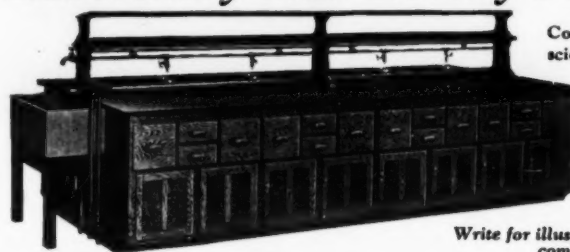
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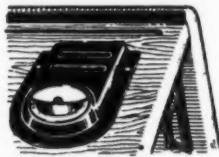
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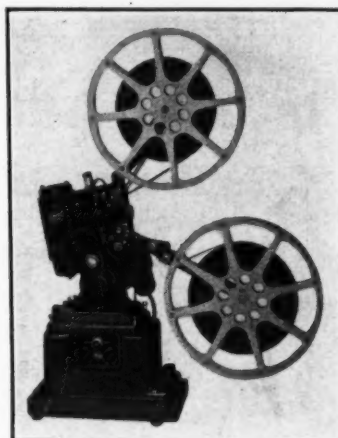


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MEETING A CRISIS IN SCHOOL FINANCE

(Concluded from Page 26)

The 1923 measures require boards of directors of the 15 first-class cities, to prepare a preliminary budget on, or before, the second Saturday in March in each year, which shall be prepared on a uniform budget-form, showing detailed estimates of receipts and expenditures for the ensuing year—as well as the appropriations and expenditures for the last completed year. Notice of a public hearing to be held the Wednesday after the first Monday in April must be published, at which time any taxpayer may appear to protest any item of the budget; and, at this hearing, the budget must be adopted by item or class. A final public hearing is held the first Monday in October, at which time the final budget is adopted for the fiscal year.

The Showalter Act of 1933 provides that boards of directors of the second- and third-class districts after

holding a public hearing and approving a preliminary budget, must then submit this budget to the county superintendent before August first, each year, for review and revision by a county reviewing committee of five persons. This committee is to consist of the county superintendent, a member of the local board of directors, and three citizens who are taxpayers, registered voters, property owners, and resident of the county, and who hold no public office or public employment. The three citizen members of each county budget review committee are appointed by the state tax commission and serve without compensation. The budget approved by this reviewing committee determines the final amounts for these districts.

Since 1924, accounting forms for each class of school districts, prepared by the state division of municipal corporations, have been required. These accounting forms have secured uniformity of budgeting and accounting practice in all the schools of the state within their respective classes.

At the end of each fiscal year appropriations lapse;

and, after a period of twenty days, in which time claims against the appropriation may be paid, unpaid claims have to be carried over and re-appropriated in the budget of the ensuing year. This provision, however, does not apply to the sinking funds, insurance funds, or any other funds which the district may lawfully accumulate for a specific purpose.

Control of District Funds

As is the case in most district-unit states the local district board is the legally authorized body controlling the expenditures of school funds, within the restrictions of the budget controls as described. Certain functions are performed by certain state and county officials in the distribution, collection, and expenditure of school funds, which are co-ordinated with the local board's control.

The state superintendent of public instruction has the duty of apportionment to the several counties of the state, on or before the twentieth of each calendar month, such current state school funds as have been certified by the state auditor to be in the hands of the state and county treasurers. In turn, the county superintendents within ten days after receiving the certificate of the superintendent of public instruction is required to apportion such state annual school funds as are subject to apportionment to the several districts entitled to receive them in accordance with the instructions of the superintendent of public instruction. At the same time, the county superintendent apportions the county school funds in the hands of the county treasurer of the county.

The county treasurers, in the State of Washington, discharge an important function in the control of district funds. By constitutional provision, the county treasurer of each county is *ex officio* treasurer of the several school districts; and as treasurer of the school districts, he performs all duties pertaining to recording and accounting for school expenditures.

The county auditor of each county audits all accounts of all third-class school districts; countersigns and registers warrants for the payment of all accounts against these districts. He is required to withhold the countersigning, and registering of warrants in payment of salaries of teachers in third-class districts, until he receives due notice from the county superintendent that the teachers' final reports have been made. He makes an annual report to the county superintendent, on or before July fifteenth.

When they have received, from the district boards, an estimate of the additional funds (in addition to the estimated receipts from the state and county apportionments for said districts) need for all school purposes, the county commissioners are required to levy and collect such additional school district funds, the same as other taxes (within legal limits). At the time when they make the other annual county levies, the commissioners are required to levy a county fund tax on all property of the county sufficient to produce 5 cents per day for each pupil in attendance during the preceding school year.

Emerging from the Crisis

While the State of Washington, during the emergency period of the past several years, has not completely revised its system of school support, it has needed to make some really significant changes in the school financial structure. The people, in no uncertain mood, by the passage of two initiative measures limiting the general property tax as a measure for the support of state social agencies, have forced the lawmakers to bestir themselves to discover new sources of revenue for the support of worth-while social institutions, the school among others.

When the electorate first limited the total property tax of the state to 40 mills, they voted an initiative measure taxing personal and corporation incomes to replace the loss in revenue in the state current school fund; the fact that the state supreme court, late in 1933, held this income-tax act invalid, does not disprove the evidence of the electorate's willingness to compensate the common schools for the loss suffered by the limitation imposed upon the general-property-tax revenues. The legislature in 1933 adopted the business and occupations tax, earmarking the revenue from this source for the state current school fund up to \$10,000,000; and, following the passage of the second tax-limiting initiative in 1934, the next legislature broadened the base of state taxation very considerably by adopting a general sales tax to further supplement the nontax revenues in the state fund.

The public schools of the State of Washington have suffered retrenchments, in some instances beyond reasonable economical adjustments. But, on the whole, essential educational provisions have been equitably distributed among the greater number of the districts of the state, while during this period a 180-day school year has been established as the minimum provision for all districts. This has been possible, largely, because of the distribution of financial support among the three supporting units; and because, in this time of emergency, the state has risen to the need and has assumed a greater proportion of the burden than heretofore. With the state now committed to assume approximately half of the financial support of public schools, education in this commonwealth is truly becoming a great state undertaking.

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If you are interested in a number of products, you can make use of the postcard on the attached page addressed to our Service Division and we will have the information sent to you from the several manufacturers.

For special information and sources of supply on products not included in the Checking List on the opposite page on which you may desire to secure prices or special information to help you make up specifications, use the attached postcard marked "Special Information Wanted," sign, detach, and mail, and we will do the rest.

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On products, equipment, or supplies not listed, we have provided space for the listing of such products under "Special Information."

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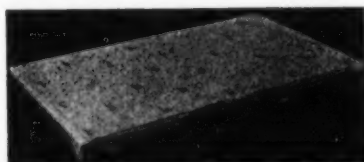
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After the Meeting

He Was Angry

A member of a Massachusetts school board, who had become irritated with some of his associates, expressed himself in the following language:

"They tried to tie up the teachers' payroll. They would make every teacher in the city suffer for their political advantage. They are the ones who should be railroaded out of town. They should all be up in Glenwood cemetery. Let the superintendent take charge."

Running a School

Mr. H. W. Schmidt, of the Wisconsin Department of Education, tells a story appropriate to situations where teachers and janitors find fault with the administrative acts of the school executives.

In a Minnesota town, a bank robbery occurred. The old Swede janitor, who was mopping the floor, looked up when the robbers entered with drawn guns. He dropped his mop when he saw the tellers hand over to the robbers the bags of currency and the bundles of bills.

Turning to pick up his mop and to go on with his work, he was overheard to say, "That's a hell of a way to run a bank."

Every School Has One

Teacher (disgusted at finding only one student in classroom): "Well, where are the rest of the fools?"

Lone student: "I don't know, sir. It seems we're the only two here."—Victory.

Give Him Time

Teacher: Johnny, do you know the population of London?

Johnny: Not all of them, miss; we haven't lived in London long enough.—Vancouver Province.

At Home

The headmaster of a boarding school was very particular about the behavior of his scholars during mealtimes, a fact of which the undermasters were fully aware. One day one of the masters observed a boy cleaning his knife on the tablecloth, and immediately pounced on him. "I suppose that's what you generally do at home, sir," he remarked sternly. "Oh, no," replied the boy, quietly. "We use clean knives at home."

Gob Humor

Teacher: We borrowed our numerals from the Arabs, our calendar from the Romans, and our banking from the Italians. Can anyone think of other examples?

Charles: Our lawn mower from the Smiths, our phonograph from the Browns and a stepladder from the Evans.—W. S. S. California Cub.

Yes, Sir!

The inspector had just concluded his examination of an Irish school.

"Now," he said, genially, "I will give sixpence to the boy who can tell me the name of the greatest man in history."

A forest of hands shot up.

"Napoleon," cried one boy. "Mussolini," said a second. "Caesar," exclaimed a third. "De Valera," said several.

Finally a little Jewish boy suggested "St. Patrick." The inspector handed over the sixpence and asked him why he had chosen the Irish patron saint.

The boy pocketed the coin quickly.

"Vell," said he, "my father always tells me that Moses was the greatest man that ever lived, but—business is business!"



Choice

Teacher: "Now, Gerald, hold your head up and your shoulders back—you'd like to have a fine carriage when you're a man wouldn't you?"

Gerald: "Well, I'd rather have an airplane."

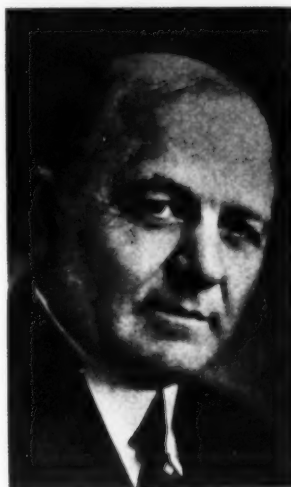
Buyers' News

PASSING OF MR. N. S. HILLYARD

Mr. N. S. Hillyard, president of the Hillyard Chemical Company, St. Joseph, Mo., died suddenly at his home on March 25, following a heart attack. Mr. Hillyard, who was 69, had not been in good health for a month, but had improved so much that he was able to spend a part of each day at the office.

Mr. Hillyard was president of the Hillyard Chemical, the Shine-All Sales, and the Peace Officers' Equipment Companies, organizations having branches in 36 of the 48 states and representatives in all states.

Born on a farm in Wayne County, Mo., Mr. Hillyard was one of a large family, and early left school



MR. N. S. HILLYARD

to find employment. He went to St. Joseph in 1891 and obtained his first job as a driver for the Standard Oil Company. Soon he became a salesman on one of the routes and later was advanced to an assistant manager. On November 1, 1907, he resigned to go into business for himself.

Without ample funds to finance even a modest business establishment, Mr. Hillyard established his workshop in his home, and it was there that the products carrying his name had their beginnings. He spent three days a week on the road working up business, then he returned home to prepare the merchandise, later attending to his shipments and deliveries personally.

His first plant in St. Joseph was destroyed by fire, and later rebuilt. A second building was destroyed and rebuilt, and eighteen years ago this building was torn down to make way for the present modern plant on South Ninth Street. This plant contains one of the largest gymnasiums in the country, fully equipped with locker rooms, showers, and a basketball court.

Later, another plant was erected at Eighth and Olive Streets, and during the last year arrangements have been made for replacing a city landmark with a larger and more modern plant.

A public-spirited man, Mr. Hillyard was a leader in welfare movements and a member of numerous civic organizations. He served on the St. Joseph school board from 1926 to 1932, during a period when a number of new school buildings were erected. He served on the board of directors of various welfare organizations, was chairman of the local community chest campaign in 1924, and was responsible for the development of a number of outstanding basketball teams.

In discussing his career the *St. Joseph News-Press* said:

"His career was at once colorful and inspiring. He himself lived simply. He believed in and practiced the old and fundamental virtues—sincerity, industry, frankness, independence, fair play and altruism, guided by a robust common sense. His deeds spoke more eloquently of his guiding principles than did his words. His broad knowledge of human nature never led him to indulge in cynicism."

Mr. Hillyard is survived by his widow, Mrs. Nora M. Hillyard, a daughter, and three sons, associated with him in the business.

BUYERS' NEWS

Nu-Wood Interior Finish Units. The Wood Conversion Company, St. Paul, Minn., makers of balsam nu-wood, have just issued an interesting booklet entitled, *Nu-Wood Interiors for Wall and Ceiling*, illustrating the uses of nu-wood interior finish units—tile, plank, wainscot, and board—for wall and ceiling treatment in all types of rooms.

The booklet is issued in attractive form and indicates the latest developments in the field. Made of clean wood fiber, this new wall and ceiling treatment con-

sists of specially designed and accurately fitting units, in large, easy-to-handle sheets. A high degree of insulation is provided.

Mr. M. C. Macmillan Dies. Maurice Crawford Macmillan, director of Macmillan & Company, Ltd., of London, and of the Macmillan Company, New York, publishers, died at London, England, on March 30. He was 82 years of age.

Issue New Air-Conditioning Pamphlet. The Minneapolis-Honeywell Regulator Company, Minneapolis, Minn., has just issued a new pamphlet, entitled *This Thing Called Automatic Heating and Air Conditioning*, which shows the important part which automatic controls play in the operation of these systems, and the absolute necessity for planning the controls as an integral part of this operation.

The pamphlet opens with a brief history of fire and its use, and then proceeds to discuss automatic heating plants, the thermostat, protective controls, improvements in oil-burner controls, stoker controls, summer and winter control systems, automatic controls, and functions of an air-conditioning system.

This latest pamphlet will prove a source of valuable information and help to school officials and others who are interested in automatic heating and air-conditioning equipment. A copy will be sent to any school official, or architect, upon request.

Knowles Mushroom Air Diffusers. The Knowles Mushroom Ventilator Company, 41 North Moore St., New York City, has issued its new Catalog No. 36, illustrating and describing its mushroom air diffusers for schools and public buildings.

The Knowles Mushroom air diffusers were the pioneers in mushroom ventilation and are in successful operation in over 3,000 institutions in the country. In addition to the aid diffusers, the Knowles Company manufactures disc-loc gallery riser ventilators, aislehood air deflectors, tu-way fixed-height air deflectors, gallery-riser ventilators, and steel dampgrilles.

Complete information may be obtained by any school official by writing to the Knowles Company, in New York City.

TRADE PRODUCTS

New Vulcan Radial Fin Cooking Top. A radial fin cooking top for heavy-duty gas ranges has been announced by the Standard Gas Equipment Corporation, New York City, manufacturers of the well-known Vulcan line of cooking equipment.

The new Vulcan top is the latest improvement in cooking tops. Tests in use have shown savings as high as 20 per cent, in the amount of gas used to bring the top to working temperature and keep it hot. This efficiency is made possible by a series of radial fins forming radial flues, and cast as a part of the underside of the top, extending down to the fire brick inside of the burner box. These fins increase the absorption surface, retard the movement of the hot flue



THE NEW VULCAN RADIAL COOKING TOP

gases, picking up the heat units usually wasted, and transferring them to the top where they can do useful cooking work. The radial flues also distribute the hot flue gases to the sides, while maintaining the high temperature in the center ring. One of the new tops will frequently do the work of two ordinary tops, since there is a larger area of hot working surfaces.

The top is constructed of chrome nickel alloy, which is twice as heavy as ordinary tops, and provides a greater storage of heat, which allows a pot to heat much more rapidly.

Complete information concerning the Vulcan top may be obtained from the Standard Gas Equipment Corporation upon request.

THREE NEW GREGG BOOKS

OUR BUSINESS LIFE, by Lloyd L. Jones. Training for handling personal business transactions and a general understanding of how business functions. Replete with social values. Contains a full activity program. Profusely illustrated in color. Use of work book optional.

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BOOKKEEPING AND ACCOUNTING PRACTICE, PART I—BOOKKEEPING, by Nathan H. Lenert and Dr. Edward J. McNamara. The business office method of learning bookkeeping. Student learns by observation and doing. Largely self-teaching. Contains practice sets worked out for four different types of business. One-year course. \$1.50

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For further information, write to

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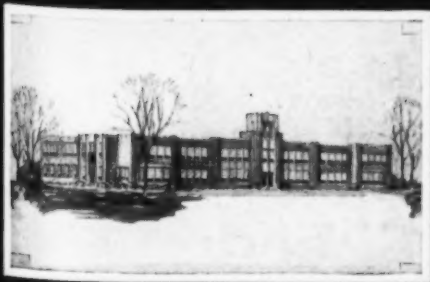
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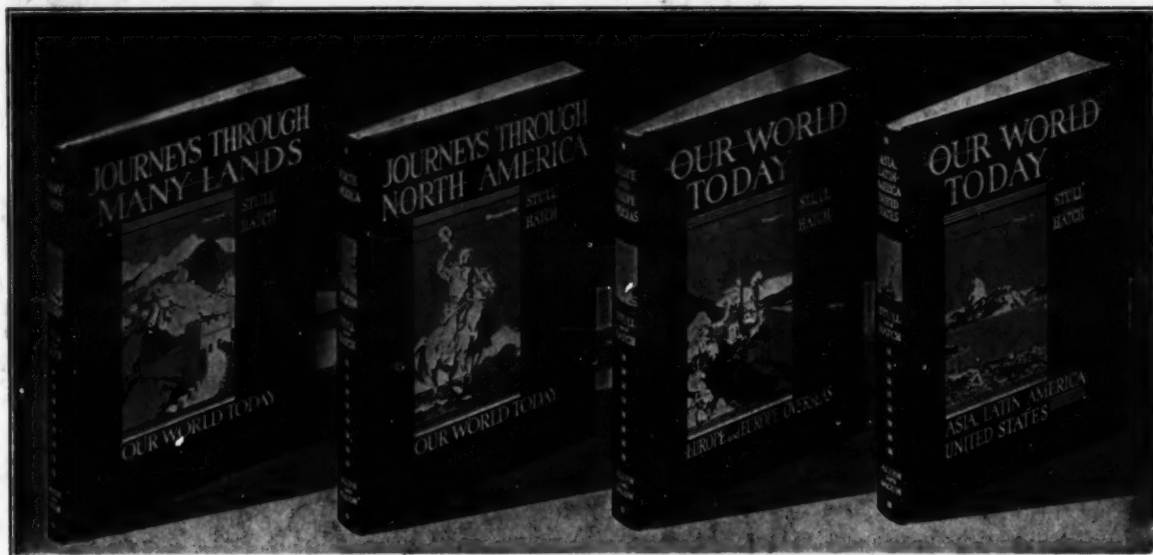
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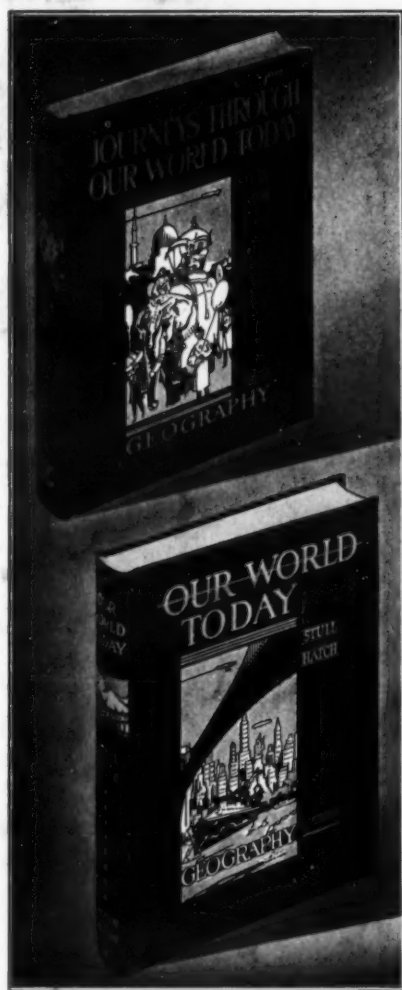
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